

Town of Leeds

Planning Commission Meeting for January 7, 2015

1. Call to order:

Chairman Peters called to order the regular meeting of the Planning Commission at 7:00pm on January 7, 2015, at Leeds Town Hall, 218 N Main.

2. Roll Call:

ROLL CALL:

	<u>Present</u>	<u>Absent</u>
CHAIRMAN: NORM PETERS	x	
COMMISSIONER: ELLIOTT SHELTMAN	x	
COMMISSIONER: DARRELL NELSON	x	
COMMISSIONER: REED BRAITHWAITE	x	
COMMISSIONER: STEVE LEWIS	x	

3. Invocation by Commissioner Nelson

4. Pledge of Allegiance by Chairman Peters.

5. Declaration of Abstentions or Conflicts: None.

6. Approval of Agenda:

Commissioner Nelson moved to approve tonight's agenda and meeting minutes of December 3, 2014. 2nd by Commissioner Braithwaite. All voted "Aye". Motion Passed.

7. Announcements: None.

8. Public Hearings: None.

9. Action Items:

- a. Discussion and possible action on Conditional Use Permit, Category II, Limited Farming, applicant Lisa and Dolan Anderson.

Commissioners and Bob Nicholson the Town Planner discussed the application.

Bob Nicholson read the criteria's for obtaining a Conditional Use Permit out of the Town of Leeds Land Use Ordinance, Section 7.9.1 and the Utah State code.

Commissioners, Bob Nicholson, and Kristi Barker discussed the Town's policies and procedures for a Conditional Use Permit.

Commissioner Braithwaite made a motion to approve the Conditional Use Permit for Dolan and Lisa Anderson. 2nd by Commissioner Nelson. Motion Passed in a Roll Call Vote.

ROLL CALL VOTE:

	Yea	Nay	Abstain	Absent
CHAIRMAN: NORM PETERS	<u>x</u>	<u> </u>	<u> </u>	<u> </u>
COMMISSIONER: ELLIOTT SHELTMAN	<u>x</u>	<u> </u>	<u> </u>	<u> </u>
COMMISSIONER: DARRELL NELSON	<u>x</u>	<u> </u>	<u> </u>	<u> </u>
COMMISSIONER: REED BRAITHWAITE	<u>x</u>	<u> </u>	<u> </u>	<u> </u>
COMMISSIONER: STEVE LEWIS	<u>x</u>	<u> </u>	<u> </u>	<u> </u>

10. Discussion Items: None.

11. Staff Reports:

Commissioner Sheltman asked what the status was on Quality RV's conditions that Planning Commission put on the property. Commissioners and Kristi Barker discussed it.

Bob Nicholson the Town Planner indicated that the Planning Commission may want to start to review the General Plan to see if it's still current and the correct vision for Leeds. Commissioners and Bob Nicholson discussed it and the General Plan will be placed on next month's meeting agenda.

12. Adjournment:

Commissioner Braithwaite moved to adjourn the meeting. 2nd by Commissioner Nelson. All voted "Aye". Motion Passed.

Time: 7:41pm.

APPROVED ON THIS _____ DAY OF _____, 2015

Norm Peters, Chair

ATTEST:

Kristi Barker, Deputy Clerk/Recorder

Open and Public Meetings Act*

Title 52, Chapter 4, Utah Code

What is a public body?

Why conduct business in an open meeting?

What are the penalties?

What is a meeting?

What is the 24-hour requirement?

What if an emergency meeting is needed?

What must be included in a public notice?

What minutes and recordings must be kept?

When can a closed meeting be held?



Open Meetings

*This briefing is provided for the convenience of the Legislature, other public bodies, and citizens. Users should consult the Utah Code for definitive provisions of the Open and Public Meetings Act.

OLRGC
Office of Legislative Research and General Counsel

May 2009

Open and Public Meetings Act

Training

“The presiding officer of the public body shall ensure that the members of the public body are provided with annual training on the requirements of this chapter.”

Source: Section 52-4-104 Utah Code
May 2009



Open and Public Meeting Act

Purpose

The Legislature finds and declares that...

- § State agencies and political subdivisions:
 - < exist to aid in the conduct of the people's business
 - < must take their actions openly
 - < must conduct their deliberations openly

Source: Section 52-4-102 Utah Code

May 2009



Key Definitions

§ “Meeting” = the convening of a public body

- < With a quorum present
- < To discuss, receive comments, or act on a matter over which it has jurisdiction or advisory power

§ “Convening” = calling of a meeting of a public body,

- < by an authorized person,
- < to discuss a subject over which it has jurisdiction or advisory power

§ “Public body” = any administrative, advisory, executive, or legislative body that:

- < Is created by Utah Constitution, statute, rule, ordinance, or resolution;
- < Consists of two or more persons;
- < Expends, disburses, or is supported in whole or in part by tax revenue; and
- < Is vested with the authority to make decisions regarding the public’s business

Source: Section 52-4-103 Utah Code

May 2009



Key Definitions ! Continued

Ç “Meeting” Ö

- < A chance meeting
- < A social meeting; or
- < A convening solely for discussion or implementation of administrative or operational matters if:
 - ! no formal action is taken or
 - ! the matters would not come before the body for discussion or action

Ç “Public body” Ö

- < Political party, political group or political caucus or
- < Conference committee, rules committee, or sifting committee of the Legislature

Source: Section 52-4-103 Utah Code

May 2009



Meetings are Open

A meeting is open to the public unless closed in accordance with the act

Ç Open meetings include:

- < Regular meetings
- < Special meetings
- < Workshops
- < Executive sessions
- < Site visits
- < Traveling tours

Ç Closed meetings have specific restrictions

Source: Section 52-4-103, 52-4-201 Utah Code

May 2009



Closed Meetings

A meeting is open to the public unless...

- Ç A closed meeting may be held if:
 - < a quorum is present
 - < 2/3 of the members present vote, at an open meeting, to approve closing the meeting
- Ç The reasons and location of the closed meeting shall be announced and entered into the minutes of the open meeting
- Ç Only certain matters may be discussed in a closed meeting

Closed Meeting ! Permitted Purposes

A closed meeting may only be held for:

- Ç Discussion of the character, competence or health of an individual
- Ç Strategy sessions for:
 - < Collective bargaining
 - < Pending or imminent litigation
 - < Purchase, exchange, or lease of real property
 - < Sale of real property
- Ç Discussion of security
- Ç Investigations regarding allegations of criminal conduct
- Ç Discussion by a county legislative body of certain commercial taxpayer information

Source: Section 52-4-204 Utah Code

May 2009



Public Notice

“A public body shall give not less than 24 hours public notice of each meeting”

Ç The public notice must include:

- < the agenda (providing reasonable specificity to notify the public as to the topics to be considered - listed as agenda items)
- < the date, time, and place

Ç The public notice must be:

- < posted at the principal office of the public body, or if none exists, at the building where the meeting is to be held
- < posted on the Utah Public Notice Website (with exceptions for certain small entities)
- < provided to:
 - ! at least one newspaper of general circulation within the jurisdiction; or
 - ! a local media correspondent

Ç Public notice of an annual meeting schedule must be provided if the public body holds regular meetings

Topics Not Listed on the Agenda

A topic raised by the public may be discussed during an open meeting, but the public body may not take final action on the topic at the meeting, unless it is an emergency meeting

Source: Section 52-4-202 Utah Code

May 2009



Minutes and Recordings

Ç Open meetings:

- < written minutes and a recording shall be kept of all open meetings, except a recording is not required to be kept of:
 - ! a site visit if no action is taken; and
 - ! a meeting of a small local districts (\$50,000 budget or less)

Ç Closed meetings:

- < a recording must be made of the closed meeting, unless:
 - ! the closed meeting is exclusively for:
 - ! discussion of the character, competence or health of an individual; or
 - ! discussion of security; and
 - ! the person presiding signs a sworn statement that the closed meeting was solely for the purposes outlined above

Source: Section 52-4-203, 52-4-206 Utah Code

May 2009



Minutes and Recordings ! continued

- Ç **For open meetings**, the written minutes are the official record of action taken and must include:
 - < the date, time, place, and the names of all members present and absent
 - < the substance of all matters discussed which may include a summary of comments made by the members
 - < a record of each vote of each member
 - < the name of each person who, after being recognized, provided comments and the substance in brief of each person's comments
 - < other information that is a record of the proceedings that a member requests to be entered in the minutes
- Ç A recording shall be complete and unedited from start to finish of the meeting **open or closed** and be properly labeled
- Ç **For closed meetings**, the recording and any minutes must include:
 - < The date, time, and place and names of all members present and absent
 - < The names of all other present except where the disclosure would infringe on necessary confidentiality to fulfill the purpose of the closed meeting

Source: Section 52-4-203, 52-4-206 Utah Code

May 2009



Minutes and Recordings ! continued

- Ç Written minutes and recordings of **open meetings** are public records under GRAMA
- Ç A public body must establish procedures for approval of written minutes
- Ç Written minutes prepared in a form awaiting only formal approval are a public record
- Ç Written minutes shall be available with a reasonable time after the meeting
- Ç A recording of an open meeting shall be available to the public for listening within three business days after the meeting
- Ç **Closed meetings** minutes and recordings are protected records under GRAMA

Emergency Meetings

- ☪ An emergency meeting may not be held unless:
 - < an attempt has been made to notify all members of the public body; and
 - < a majority of the members vote to approve the meeting
- ☪ The 24 hour public notice requirements may be disregarded if:
 - < unforeseen circumstance cause a need to hold an emergency meeting to consider emergency or urgent matters; and
 - < the best notice practicable is given of the time, place and topics to be considered

Electronic Meetings

A public body may not hold an electronic meeting unless it has adopted procedures for conducting it
(the Utah Legislature has not adopted procedures)

- Ç “Electronic meeting means a public meeting convened or conducted by means of a conference using electronic communications”
- Ç Adopted procedures may include consideration of budget, logistics, presence of a quorum at an anchor location, vote to establish an electronic meeting, notice requirements, etc.

Source: Section 52-4-103, 52-4-207 Utah Code

May 2009



Penalties

The attorney general and the county attorneys shall enforce this chapter

- § Any final action taken in violation of the act is voidable by a court
 - < A suit to void a final action must be commenced within 90 days after the action (30 days for bonding instruments)
- § A closed meeting violation is a class B misdemeanor
- § If closed meeting is challenged, a court shall review the recording or minutes (in private) and determine whether a violation occurred
 - < If the judge determines a violation occurred, the judge shall publicly disclose all information about the portion of the meeting that was illegally closed

Source: Section 52-4-302, 52-4-303, 52-4-304, 52-4-305 Utah Code

May 2009



THE PLANNING COMMISSION
ONE ATTORNEY'S VIEW

BY DAVID L. CHURCH

One of the most important required committees in Utah municipalities is the planning commission. Membership of planning commissions consists, by in large, of dedicated volunteers who perform this service out of love for their community and interest in the subject. However, for some reason some planning commissions and planning commissioners are continually in dispute with their city or town council or with the land owners who have to deal with them. This is unfortunate and in my view is a product of misunderstanding the role of the planning commission and its members.

Every Utah municipality is required to pass an ordinance establishing a planning commission¹. The ordinance is required to define the number and terms of the members of the planning commission and alternate members if any. This can and does change from city to city. There is no required number on a planning commission nor a magic or best number. In theory a planning commission could consist of one or fifty. In addition the ordinance must indicate the mode of appointment. This implies that perhaps someone other than the mayor (or the city manager in the city manager optional form of government) could be given the right to appoint planning commission members by the ordinance. I do not believe this would be a proper interpretation. Mayors or city managers, depending on the form of government in the city, clearly have the statutory authority to appoint, with the advice and consent of councils, persons to the city commissions including the planning commission.² To be consistent with the other provisions of the Utah Municipal Code, the mode of appointment of planning commissioners in the ordinance would have to be limited to things other than the power of appointment. The ordinance must also contain the procedures for filling vacancies and removal from office. This has been an overlooked provision in most ordinances and the source of some contention and even law suits. The best practice is to make this section fairly specific and have definite standards of conduct and attendance for commission members. Without these specifics it may be difficult to remove members from a commission prior to the expiration of their term in office.

The ordinance should also detail the authority of the planning commission. Every planning commission is required, by state law, to have a role in the municipality's establishment of its basic land use control policy. This authority given by state law cannot be taken from the planning commission by the city or town council. This minimum role consists of making recommendations to the city or town council for a general plan and amendments to the general plan and recommendations to the city or town council land use ordinances, zoning maps, official maps, and amendments. The planning commission must also be involved in making recommendations on proposed subdivision plats.

¹ Utah Code 10-9a-301

² Utah Code sections 10-3-809(2)(h), 10-3-1219(d), and 10-9-1226(2)(7)

No other powers or duties need be given to the planning commission by the city or town and the planning commission does not have any other inherent powers. Many commissions try to involve themselves in matters such as business licensing, animal regulations and nuisance enforcement. This is appropriate only if the city or town ordinances specifically delegate these responsibilities to them.

The city and town land use ordinances, which the planning commission has made recommendations on, must identify a land use authority and an appeal authority for every land use decision applying the adopted city or town land use ordinances.³ The planning commission may be designated in the land use ordinances as the land use authority in the city for making land use decisions or they may be designated as the appeal authority for appeals from land use decisions, but the planning commission cannot be the deciding authority and the appeal authority on the same issues. For example if the planning commission is given by the city or town ordinance the authority to review and approve site plans then some other person or body must be given the authority to appeal the decisions of the planning commission on site plans.

The ordinance setting up the planning commission should also establish the details of how the commission operates and the rules of procedure of the planning commission. The ordinance may also fix per diem compensation for the members of the planning commission, based on necessary and reasonable expenses and on meetings actually attended. This section of state law should be read to say that planning commissioners may be reimbursed for their services but it is not paid employment.

It is not uncommon for members of a planning commission to get "cross wise" with the city or town council. This is understandable since the primary purpose of the planning commission is to make reasoned recommendations to the council about the general plan and the land use ordinances, but the city or town council is under no obligation to take the recommendations of the planning commission. It is not a rare occurrence for members of a planning commission to become invested in their recommendations. These recommendations are the product of long public processes and hard decision making. It can appear disrespectful to the process and the efforts of the planning commission when the council ignores the recommendations of the planning commission and goes off on its own. There is no solution to this source of conflict. Decisions regarding the general plan and the adoption of land use ordinances are legislative acts that are intended to be made by elected policy makers and not by appointed commissioners. Council members should respect the recommendation of the planning commissions, but in the end they need to vote for their own constituents according to their own consciences.

It is also not uncommon for city and town councils to become frustrated with their own planning commissions. This is generally not because of any recommendation made by the planning commission, but when the commission is acting as a land use authority and granting or denying permits and approvals. The principle source of this frustration is

³ Utah Code section 10-9a-302.

a planning commission's attempt to exercise discretion in granting or denying these permits. Utah law is very clear that a landowner is entitled to approval of a land use application if the application complies with the city or town's ordinance.⁴ It is specifically stated in Utah law that a land use authority cannot impose any requirement on an applicant for a land use permit that is not specifically expressed in either state law or local ordinances.⁵ In addition the law states that if a proposed subdivision, with limited exceptions, complies with the city or town ordinances, it must be approved.⁶ What this means is that the planning commission, when acting as a land use authority, has very little discretion on whether or not to grant or deny the permit. If the land owner's application complies with the ordinances, the commission (or any other appointed land use authority) must approve it, and if it does not comply then the planning commission must deny the application. This is regardless of whether or not the planning commission, or the public, thinks that the application is a good or bad idea. In addition if the city or town ordinances are ambiguous they must be interpreted by the city or town in favor of the land owner.⁷ When a planning commission ignores the law and approves (or denies) a land use application in violation of the city or town ordinances it creates trouble and unnecessary conflict for the city or town council. This, no matter how well intentioned, is never in the public interest.

There are, I believe, some basic rules for members of a planning commission to follow that will help the planning process and avoid conflict between the planning commissions and the city or town councils.

First, planning commissioners must understand and appreciate the dual role that they may play. When they are making a recommendation on a general plan or on a land use ordinance they are a part of the political, legislative process. They have broad discretion in what their recommendation can be. They can listen to the public even if it is just uneducated clamor. When the planning commission is acting as a land use authority it has little discretion. The land owner's application either complies with the ordinances or it does not. An individual planning commissioner's opinion of the merits of a proposed land use application is not relevant to the process. Any individual commissioner's opinion, and any of the public's comments and concerns, are relevant only to the extent that they speak to issue of compliance with the existing law.

Second, planning commissioners must understand that the planning commission is intended to shape policy not make policy. It is not a representative body and has no constituency. Commissioners do not represent neighborhoods or points of view. The role is not to act as a gate keeper. Their role is to be experts in planning and the local ordinances. They are to make reasoned recommendations and apply the ordinances as written. If a planning commissioner wants to be a policy maker he or she just needs to

4 Utah Code section 10-9a-509(1)(a)

5 Utah Code section 10-9a-509(1)(e)

6 Utah Code section 10-9a-603(2)

7 Brown v. Sandy City Bd. of Adjustment, 957 P.2d 207, 210 (Utah Ct. App. 1998) and Patterson v. Utah County Bd. of Adjustment, 893 P.2d 602, 606 (Utah Ct.App.1995).

put their names on a ballot and win an election. Until they do so they should not attempt to make policy. They should be content with just shaping policy and administering the ordinances as written.

Third, planning commissioners should respect the public process and the due process rights of the land owners. All meetings of the planning commission must comply with the Utah Open and Public Meetings Act.⁸ This means that both decisions and deliberations of a planning commission must be public. A public hearing is required by law for many of the things that a planning commission may be involved in and can be held by many planning commissions on other matters as a matter or routine. The purpose of a public hearing is to receive information from, and give information to the public. It is not to seek the public's approval or permission to do something. In my opinion it is never appropriate to poll the members of the public in attendance at a meeting to see what they think. The people in attendance at any meeting are not necessarily representative of the residents of the city or town as a whole. They are at the meeting because they have a position that is so strongly held that they will leave their TV's and come to a meeting. While what they say matters, the volume and number of repetitions does not. A public hearing should be a time that the planning commission listens and learns. It is not a time to convince or argue with the public. Procedural due process requires that an applicant for any permit be given notice of any meeting regarding his or her application; the right to be heard; and a fair hearing or decision. Utah law requires that the applicant be given specific notice of the date, time and place of any meeting where the application is being considered and also be given copies of any staff reports regarding the application at least three days before the meeting or hearing.⁹

Lastly, it is important to remember that being on a planning commission is about public service. One of the primary roles of a planning commission is to help the landowner accomplish with his land what the landowner desires in a manner consistent with the city's plans and ordinances. Many planning commissioners seem to enjoy frustrating the plans of the landowner. They take delight in telling people no—instead of how. Some planning commissioners feel that it is their role to force an applicant to do what the commissioner would do if the commissioner owned the property. These attitudes do not serve the public.

A planning commission fulfills its purpose when it acts in a manner supportive of the policy and policy makers. It is not intended to be adversarial to the council. It is not a check or balance to the council. It is not there to slow growth or frustrate land owners. It is there to add professionalism, fairness and common sense to the planning and land use control process. It only serves this valuable function when it works within the constraints of the law and without regard to public prejudice and the clamor of the crowd.

⁸ Utah Code sections 52-4-1 et. seq.

⁹ Utah Code sections 10-9a-202.

TOWN OF LEEDS
GENERAL PLAN

FINAL DRAFT
OFFICE COPY

VISION STATEMENT	III
COMMUNITY GOALS	V
INTRODUCTION	IX
Location and Setting	XI
Scope and Purpose of the General Plan	XI
General Plan Update	XII
Document Organization	XIII
Implementation	XIII
HISTORIC PRESERVATION	1.1
Existing Efforts	1.3
Historic Preservation Strategic Plan	1.6
Historic Preservation Goals and Policies	1.6
LAND USE	2.1
Existing Conditions	2.3
Build Out Study	2.5
Housing Typologies and Future Land Use	2.7
Key Land Use Issues	2.8
Land Use Goals and Policies	2.9
CIRCULATION	3.1
Existing Conditions	3.3
Key Circulation Issues	3.3
Future Circulation Needs	3.4
Circulation Goals and Policies	3.4
PUBLIC SERVICES AND FACILITIES	4.1
General Administration	4.3
Recreation	4.3
Utilities	4.7
Public Services and Facilities Goals and Policies	4.11

ENVIRONMENT AND CONSERVATION 5.1

Existing Condition and Key Findings..... 5.3

Town of Leeds and Adjacent Public Lands..... 5.3

Environment and Conservation Goals and Policies..... 5.4

ECONOMIC DEVELOPMENT 6.1

Existing Conditions and Key Findings..... 6.3

Economic Development Goals and Policies..... 6.4

MODERATE INCOME HOUSING 7.1

Existing Conditions and Key Housing Issues..... 7.3

Housing Goals and Policies 7.5

VISION STATEMENT



WELCOME TO LEEDS
PHOTO BY FRAN REX 2002

VISION STATEMENT

Celebrating the Town of Leeds' rich history and rural character while providing opportunities for economic development and encouraging diversity in density and housing types. Preserving agricultural land, the night sky, and scenic vistas; and enhanced protections for water quality, steep slopes, and sensitive lands. Maintaining a welcoming environment for residents and visitors, which promotes Leeds' recreational amenities, access to public lands, and cultural heritage.

COMMUNITY GOALS



TOWN OF LEEDS: RED CLIFFS
PHOTO BY FRAN REX 2010

COMMUNITY GOALS

Enhance Community

Focus on common goals and shared values, encouraging people to work together to build a future for all of the citizens of the Town of Leeds.

Promote citizen involvement in the unique aspects of town life:

- promoting the use of the Town of Leeds' unique recreational opportunities,

- protecting citizen access to public lands,

- creating recurring events that celebrate the Town of Leeds' history, culture and agriculture.

Continuation of Agriculture and Preservation of Rural Character

Promote the continuation of agriculture, keeping of animals and maintenance of farms and gardens.

Establish land use regulations that promote the preservation of agriculture and rural open space by connecting those goals to development flexibility.

Continue to allow for and to encourage the variety of building scales and mix of uses currently present in the Town of Leeds.

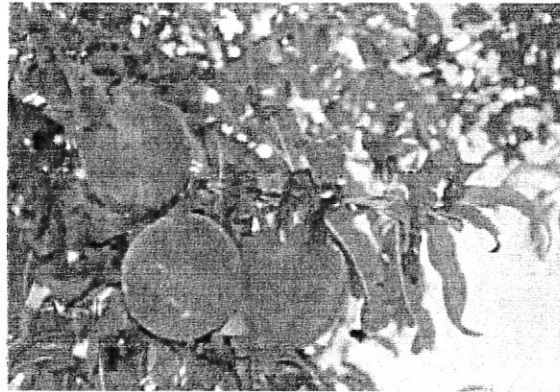
Historic Preservation

Promote the telling and preservation of the Town of Leeds' history, including: historic buildings, agricultural heritage, mining sites, and the sites and stories of ancient peoples.

Collaborate with local preservation organizations and citizens to foster improved preservation of historic sites and coordination of historical resources.



LEEDS 24TH OF JULY PARADE
PHOTO BY FRAN REX 2009



LEEDS PEACH TREE
PHOTO BY FRAN REX 2009

Infrastructure

Develop a circulation master plan:

plan for continuity and connection in the road system, and develop a hierarchy of roads that will ensure safety and provide multiple means of access,

adopt a trails master plan to provide access to public lands, recreation and alternate means of travel,

plan for both motorized (OHV and ATV) as well as non-motorized (Pedestrian, Bicycle, Equestrian) modes of travel.

Improve basic public services (sanitary sewer, culinary water, police, and fire), in accordance with orderly growth and development:

ensure adequate services can be provided now and in the future,

ensure that no development project places undue burdens on tax payers.

Encourage energy and water conservation in accordance with good stewardship of town resources.



LEEDS FIRE STATION
PHOTO BY FRAN REX 2010

Economic Development

Adopt policies that encourage local, small scale businesses.

Pursue annexation where new development is contemplated within town annexation boundary, providing additional opportunities for commercial development.

Clarify land use ordinances in order to, simplify conformity with the town of Leeds' objectives and goals, and encourage commercial development through a more predictable development process.

COMMUNITY GOALS

Housing

Encourage diversity in density and housing types, including multifamily, combined with open space preservation through the use of overlay zoning and density bonuses.

Discourage “cookie cutter” style development.

Environs

Maintain a safe and healthy environment by establishing a comprehensive sensitive lands ordinance which preserves air and water quality and protects natural features, such as hilltops, hillsides, and waterways.

Limit light and noise pollution through the use of building design guidelines and land use ordinances.

Adopt policies that minimize disturbance to native vegetation and addresses restoration of native vegetation following development.

Adopt policies that protect water quality by reducing the quantity and improving the quality of water run-off.



LEEDS TOWN SING LANE
PHOTO: J. J. J. J. J.

INTRODUCTION



LEEDS EASTER EGG HUNT
PHOTO BY FRAN BEN 2010

INTRODUCTION

The Leeds community, rich in history and rural character, is a welcoming environment for residents and visitors. The Town occupies a unique location in the southwestern corner of the State of Utah. Surrounded by National and State Parks, and protected wilderness (Zion National Park, Bryce Canyon National Park, Quail Creek State Park, Sand Hollow State Park, Dixie National Forest, and the Red Cliffs Desert Reserve; **see figure 1**), Leeds has access to some of the best recreational resources in the country, while benefiting from proximity to Interstate 15 and accessibility to regional urban centers (Las Vegas, 139 miles to the south, and Salt Lake City, 289 miles to the north).

Location and Setting

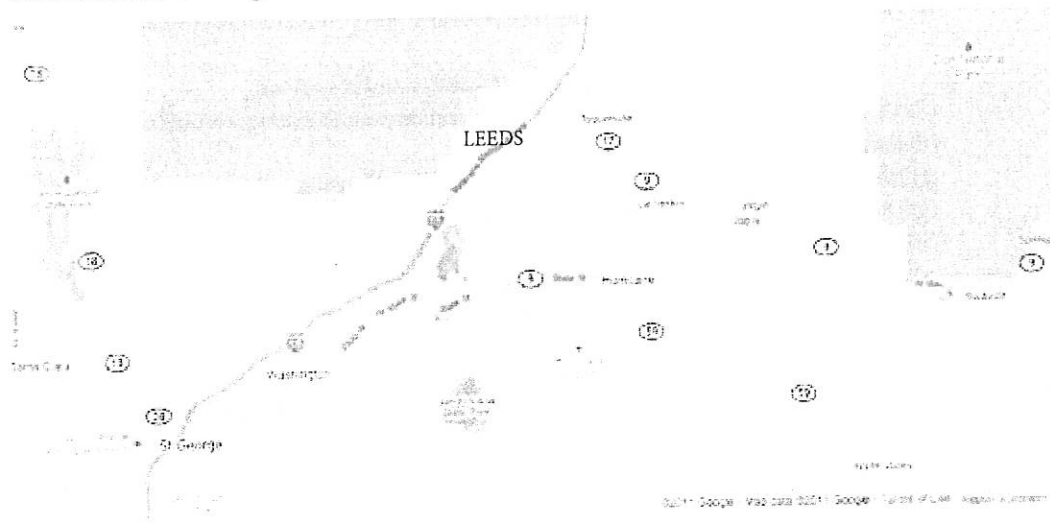


FIGURE 1: LEEDS AREA MAP

Scope and Purpose of the General Plan

The General Plan is an important guiding document for the Town of Leeds and sets the tone for future development. The Plan is a changing and evolving document, reflective of past achievements, present needs, and future goals of the citizens of Leeds. The Plan is designed to give direction to the Leeds Town Council and Planning Commission so that land use and development decisions compliment and promote the vision set forth by Leeds residents. The General Plan should be reviewed annually and updated every five years to ensure the document remains in step with Leeds residents' values and goals.

While this General Plan has undergone a significant revision, the general structure remains from the previous Plan, building on past work. The chapters that follow can be used as a framework for other Town documents, including ordinances, capital improvement plans, and annexation policy plans.

A General Plan is required as follows:

Municipal Land Use, Development, and Management Act of the **Utah Code** (updated 2010.07.01):

10-9a-401. General plan required -- Content.

- (1) In order to accomplish the purposes of this chapter, each municipality shall prepare and adopt a comprehensive, long-range general plan for:
 - (a) present and future needs of the municipality; and
 - (b) growth and development of all or any part of the land within the municipality.
- (2) The plan may provide for:
 - (a) health, general welfare, safety, energy conservation, transportation, prosperity, civic activities, aesthetics, and recreational, educational, and cultural opportunities;
 - (b) the reduction of the waste of physical, financial, or human resources that result

INTRODUCTION

- from either excessive congestion or excessive scattering of population;
 - (c) the efficient and economical use, conservation, and production of the supply of:
 - (i) food and water; and
 - (ii) drainage, sanitary, and other facilities and resources;
 - (d) the use of energy conservation and solar and renewable energy resources;
 - (e) the protection of urban development;
 - (f) the protection or promotion of moderate income housing;
 - (g) the protection and promotion of air quality;
 - (h) historic preservation;
 - (i) identifying future uses of land that are likely to require an expansion or significant modification of services or facilities provided by each affected entity; and
 - (j) an official map.
- (3) Subject to Subsection 10-9a-403(2), the municipality may determine the comprehensiveness, extent, and format of the general plan.

General Plan Update

Public Process Summary

In March of 2009 the Leeds Planning Commission and Town Council met with Form Tomorrow, a local non-profit, to discuss the need for a General Plan Update. The last General Plan Update was completed in 2004 and incorporated public input from a community survey conducted in the fall of 2003. In order to accurately represent the vision of current Leeds residents, Form Tomorrow was hired to engage the public, gather community input, and make recommendations for the General Plan Update.

The public process was conducted in three phases:

1. Data collection
 - a) Land Use Inventory: catalogues current land uses for each individual parcel within the Town and annexation boundaries.
 - b) Build-Out Study: estimates future development capacity within the Town and annexation boundaries based on current zoning and current development trends.
2. Stakeholder interviews and community preferences survey: provides citizens, who would otherwise feel less comfortable in a public forum, the opportunity to express general concerns, land use values and preferences, and identify significant cultural and historical landmarks.
3. Public workshops
 - a) Vision Statement: identifies the basic core values of Leeds residents. The vision establishes “why” the Town is undertaking its policies and which values it deems most important to protect.
 - b) Map Game: helps refine residents’ preferences for “where” things go and further identifies areas of agreement and disagreement.
 - c) Planning Tools and Scenarios: presents different strategies for regulating development that specifically address Leeds citizens’ concerns, as expressed in previous workshops and the survey and interviews.

Following the public process, Form Tomorrow prepared a “Recommendations Report” including an overview of the public process and final recommendations for the General Plan Update. [See Appendix 001, additional copies available at the Leeds Town Hall.] This report was presented to the public in November of 2009 and Form Tomorrow was hired by the Town in December of 2009 to assist with the remainder of the General Plan Update.

Throughout 2010, Form Tomorrow in conjunction with the Leeds Planning Commission, Leeds Town Council, Leeds staff, and local utilities and service companies, worked to update the General Plan in order to reflect the vision, priorities, and goals outlined by Leeds’ citizens. In November of 2010 a draft General Plan Update was presented at a public open house and the final General Plan Update was adopted by the Leeds Town Council in the Spring of 2011.

The document that follows represents a collaborative effort between Leeds residents, business owners, Town staff and volunteers, Form Tomorrow, and numerous local and regional organizations. This collaboration is key to the success of the General Plan as a tool to guide future development in the Town of Leeds.

Document Organization

The Leeds General Plan is organized into seven chapters: Historic Preservation, Land Use, Circulation, Public Services and Facilities, Environment and Conservation, Economic Development, and Housing. Each chapter outlines existing conditions, key issues, future needs, related goals and policies, and any corresponding maps and charts.

In addition to the individual chapters, this Plan contains appendices with definitions, supporting documents, and background information. Maps are provided at the end of each chapter to graphically represent specific content within the corresponding chapter. Tables and charts provide greater detail and supporting information, located within the text of each chapter and within the appendix.

Implementation

Using the Plan

The General Plan should be the guiding document for the Town of Leeds. The “Goals and Policies” of each chapter of the Plan should be referenced during preparation of the annual budget, capital improvement plans, and review of development proposals, such as rezonings, annexation requests, subdivision plats, and site plans. Using the Plan to prepare the Town budget and guide development will help insure the “vision” of Leeds’ residents is upheld.

Updating the Plan

The General Plan is intended to be an evolving and flexible document that reflects the goals and priorities of the Town of Leeds. In order to keep the Plan in line with the attitudes of current Leeds’ residents, the Plan should be reviewed annually. As part of the annual review, the Plan should be continually updated with substantial updates taking place every five years.

Priorities

The Town of Leeds Planning Commission and Town Council have identified the following key priorities to provide focus for implementing the General Plan.

INTRODUCTION

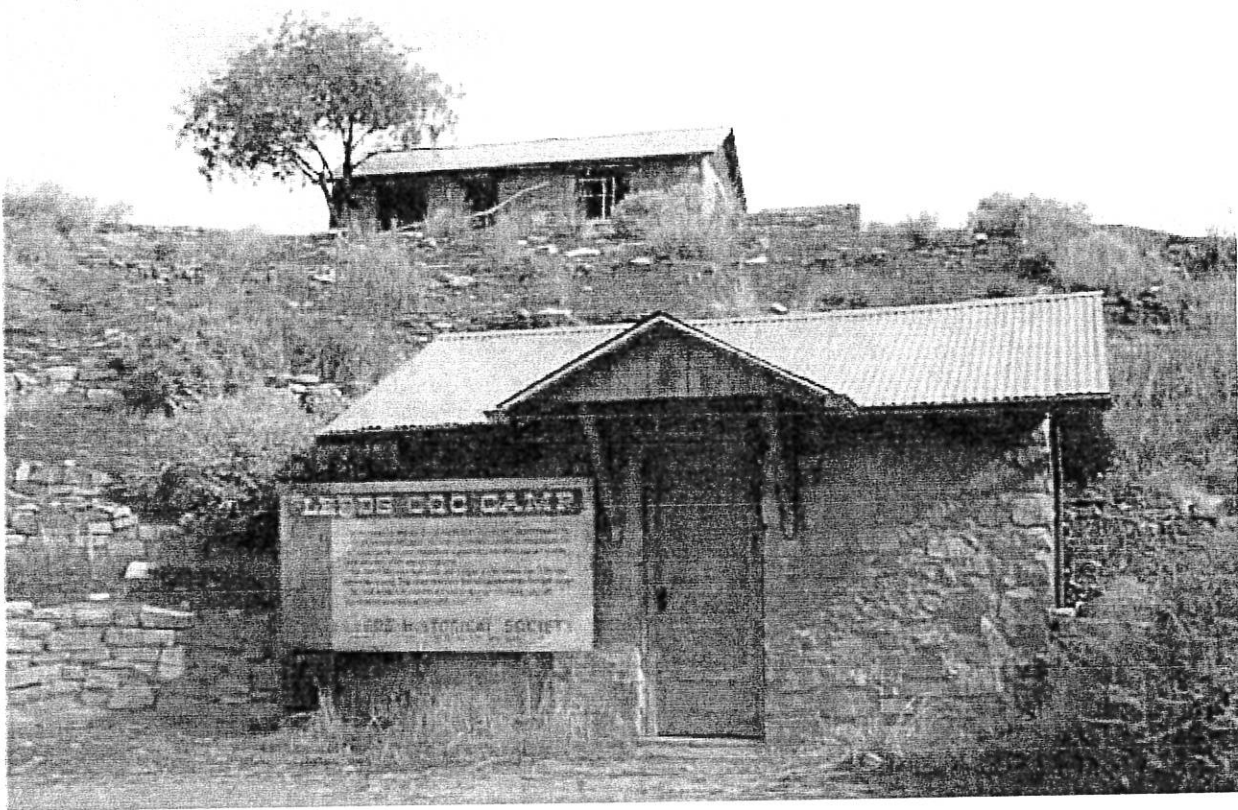
1. Land Use Ordinance Update: While the General Plan sets a vision for the Town of Leeds, Land Use Ordinances provide the regulatory framework needed to implement this vision. Due to the scale of this General Plan Update, it is imperative that all Leeds Land Use Ordinances are reviewed and updated. Specific Land Use Ordinance Updates include the addition of a Historic Preservation Ordinance, a Dark Sky Ordinance, and a Sensitive Lands Ordinance.

2. Maintain Access to Public Lands: The Town of Leeds is surrounded by public lands and the majority of Leeds' residents expressed a strong desire to see access to this public land maintained. As new development is considered, the Circulation Master Plan and Land Use Ordinances should be used to ensure existing access points are maintained and new connections proposed.

3. Develop Opportunities for Affordable or Moderate Income Housing: As the Town of Leeds grows, the Town must develop opportunities for Moderate Income Housing. While residents understand the need for affordable housing options, it is important that Moderate Income Housing be well integrated into the community. To avoid large tracts of apartments that are incongruous with the character of Leeds, the Town should encourage the development of accessory dwelling units and a variety of lot sizes as a means for affordable housing.

4. Develop Opportunities for Small Commercial Development and Local Businesses: As part of the Land Use Ordinance Update, the Town should develop overlay zones such as Mixed Density and Blended Neighborhood in order to provide opportunities for commercial development.

HISTORIC PRESERVATION 1



LEEDS HISTORIC CCC CAMP
PHOTO BY: FRAN REX 2011

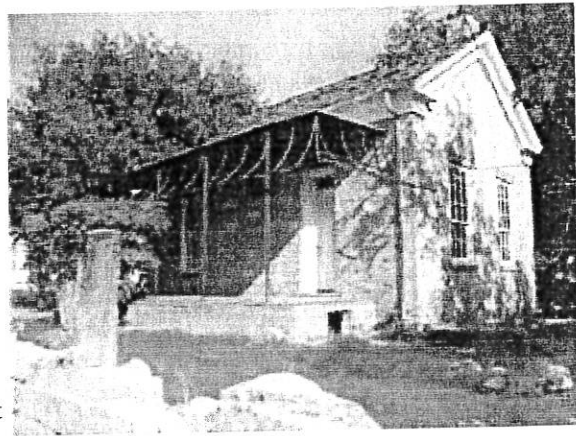
1 HISTORIC PRESERVATION

The Historic Preservation chapter of the General Plan identifies historic sites and structures that contribute greatly to the character and identity of the Town of Leeds. In addition, the following chapter will establish the overall goals and policies that will help ensure historic preservation remains an important part of Leeds' future. In order to preserve this rich history, the Town Planning Commission and Historic Preservation Committee must continue to work together to develop clear criteria for assessing historic elements and means for their protection.

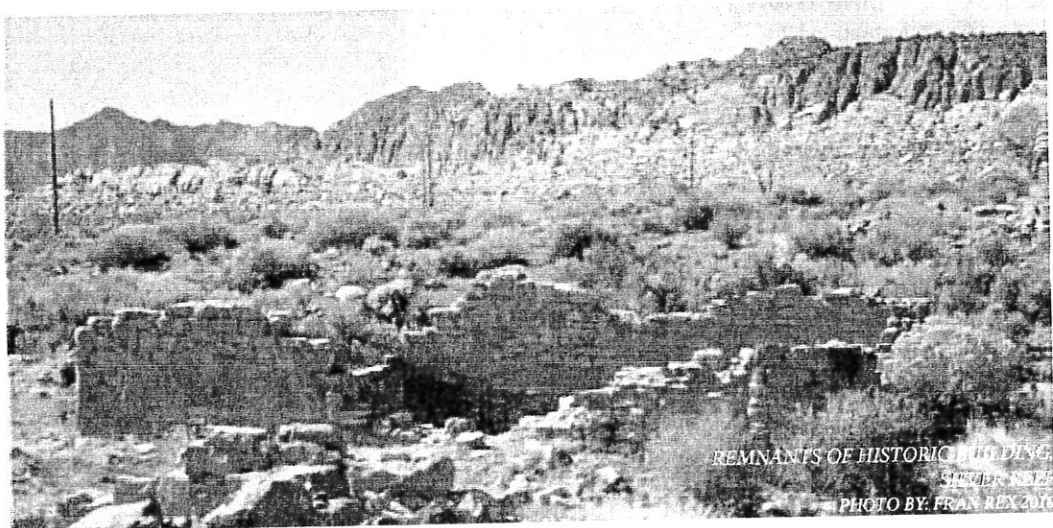
Existing Efforts

The Leeds Historic Preservation Committee and various local agencies have already taken many steps toward protecting the history of Leeds and the surrounding area. The Historic Preservation chapter of the General Plan is intended to support and build on existing historic preservation efforts. In 2009 the The Historic Preservation Committee and Form Tomorrow held a stakeholders workshop to solicit community feedback and bring coordination to numerous disconnected preservation efforts. The Leeds Historic Preservation Strategic Plan was written as a result of the stakeholders workshop and can be found in the appendix of this General Plan. The Strategic Plan contains a Vision, Mission, Goals, Objectives, and Initiatives for historic preservation within Leeds and the surrounding area. [See Appendix 002]

In order to provide clarity to property owners and more clearly focus future preservation efforts, the Town should update and/or redefine the Historic District, originally defined in the Historic Preservation Ordinance (91-1). At this time, it may be in the best interest of the Town to create multiple districts throughout Town. Each District would have specific design guidelines and criteria to guide future development. While it is important for the Town to take measures to protect the historic integrity of Leeds, these efforts must be balanced with individual property rights. Residents have clearly expressed the importance of individual property rights within Leeds and the desire to avoid excessive regulation. Continued community involvement, such as the stakeholders workshop, will help ensure planning efforts are to the benefit of the community at large and in step with the goals of Leeds' residents.



LEEDS HISTORIC TITHING HOUSE
PHOTO BY: FRAN REX 2010



REMNANTS OF HISTORIC BUILDING
SHELDON REEF
PHOTO BY: FRAN REX 2010

1 HISTORIC PRESERVATION

List of Historic Sites and Structures

The following list, compiled by the Leeds Historic Preservation Committee, includes historic sites and structures within the Town of Leeds. The list is broken into nine regions (Main Street, Mulberry Street near Interstate 15, Other Leeds Historic Buildings, Peach-Pit Pavilion-Babylon Mill Road, Paiute Ruin-Downtown Leeds, Bonanza Flat Area, Cemeteries, Historic Silver Reef-Wells Fargo Silver Reef Historical Monument/Washington County owned property within Leeds Town Boundary).

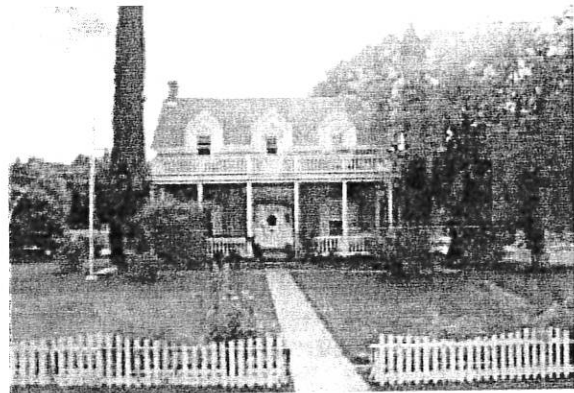
A. MAIN STREET

4 Corners of Main & Center

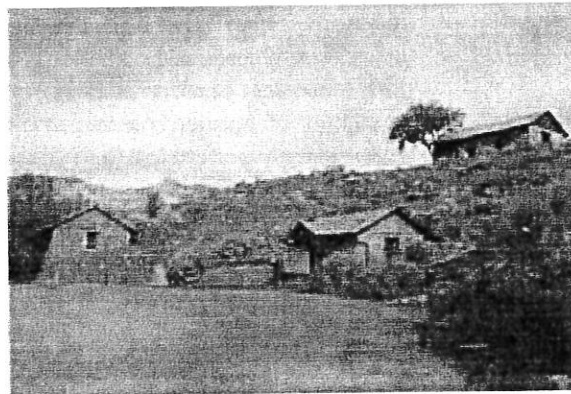
1. 15 S. Main-Stirling Home - 1876
2. 10 S. Main-Home - 1881
3. 30 N. Main-Home - 1868
4. 25 N. Main-Tithing House & Wall - 1891
5. 35 N. Main-Home & Wall - 1868
6. 32 N. Main-Leeds Mercantile - 1920

Other Historic Properties on Main

1. 48 N. Main St.-1936
2. 72 N. Main St.-1886
3. 125 N. Main St.-1886
4. 175 N. Main St.-1905
5. 190 N. Main St.-1946
6. 211 N. Main St.-1934
7. 218 N. Main-1880-Leeds Town Hall
8. 240 N. Main St.-1900
9. 242 N. Main St.-1947
10. 293 N. Main St.-1920
11. 335 N. Main St.-1885
12. 345 N. Main St.-1912
13. 365 N. Main-1920
14. 33 S. Main-1920
15. 80 S. Main-1870
16. 81 S. Main-1896
17. 100 S. Main-1910
18. 110 S. Main-1912
19. 155 S. Main-1868
20. 217 S. Main-1940
21. 255 S. Main-1940



LEEDS HISTORIC STIRLING HOME
PHOTO BY FRAN REX 2010



LEEDS HISTORIC CCC CAMP
PHOTO BY FRAN REX 2010

B. MULBERRY STREET NEAR I-15

1. CCC Camp-4 buildings and steps/walls/including terracing-1933
2. 58 W. Mulberry-Benjamin Stringham House-built 1870

HISTORIC PRESERVATION 1

C. OTHER LEEDS HISTORIC BUILDINGS

1. 175 S. Valley Road building Zion RV Park-clapboard siding-1930
2. 60 E. Berry Lane-1940

D. PEACH-PIT PAVILION-BABYLON MILL ROAD AREA

1. Peach-Pit Pavilion replaced in 1985 from historical structure built in the 1900s

E. PAIUTE RUIN-DOWNTOWN LEEDS

1. Paiute Ruin - Prior to 1867

F. BONANZA FLAT AREA

1. 25 W. Bonanza Flat-1880-mine portal
2. 155 W. Bonanza Flat-1880-multiple mine resource

G. IRRIGATION DITCHES

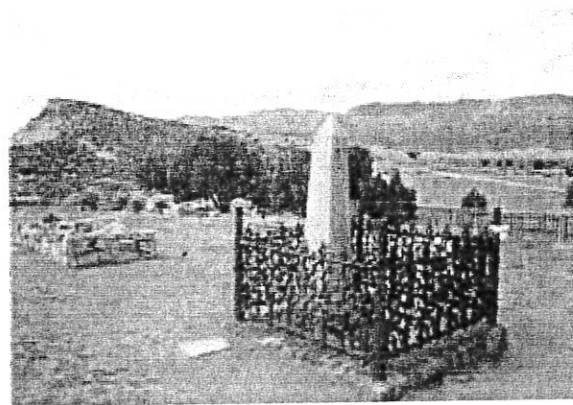
1. Leeds Ditch-Silver Reef Park-1450 Silver Reef Dr. -1880s
2. Downtown Leeds East, West and Center Ditches-1880s
3. Original Ditch in Silver Reef -1870s

H. CEMETERIES

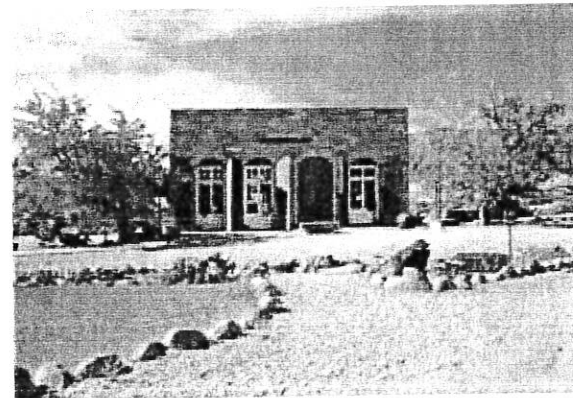
1. Leeds Cemetery-1870
2. Catholic Cemetery-1875
3. Protestant Cemetery-1875
4. Site of Chinese Cemetery-1875

I. HISTORIC SILVER REEF: Wells Fargo Silver Reef Historical Monument- Washington County Owned Property Within Leeds Town Limit

1. Wells Fargo Building/Museum- 1877
2. The Rice Bank- 1870s built and later burned; restored 1991
3. Vestiges/Walls of Chinese Laundry/ Drugstore-1875
4. Stone Walls - 1870s
5. Various remaining ruins/walls of historic town - 1870s



LEEDS SILVER REEF HISTORIC
CATHOLIC CEMETERY
PHOTO BY FRAN REX 2010



LEEDS SILVER REEF HISTORIC WELLS
FARGO MUSEUM
PHOTO BY FRAN REX 2010

1 HISTORIC PRESERVATION

Historic Preservation Strategic Plan

Completed in June of 2009 as a joint effort between Form Tomorrow and the Leeds Historic Preservation Committee. [See Appendix 002]

Historic Preservation Goals and Policies

G 1.1: Protect the historic integrity and character of Leeds.

P 1.1.1: Update and/or redefine the Historic District and create Historic District Overlay Zones, throughout Town, in order to ensure new development and redevelopment of existing sites or structures is done in a “historically sensitive” manner.

P 1.1.2: Update the current Historic Preservation Ordinance (91-1) in order to clarify procedures for Historic Preservation and make the Ordinance more enforceable. Include specific criteria for each Historic District and state the design guidelines for “historically sensitive” development.

P 1.1.3: Develop a Historic District Map showing all Historic Districts and Historic District Overlay Zones.

G 1.2: Physically preserve historic sites and structures in Leeds.

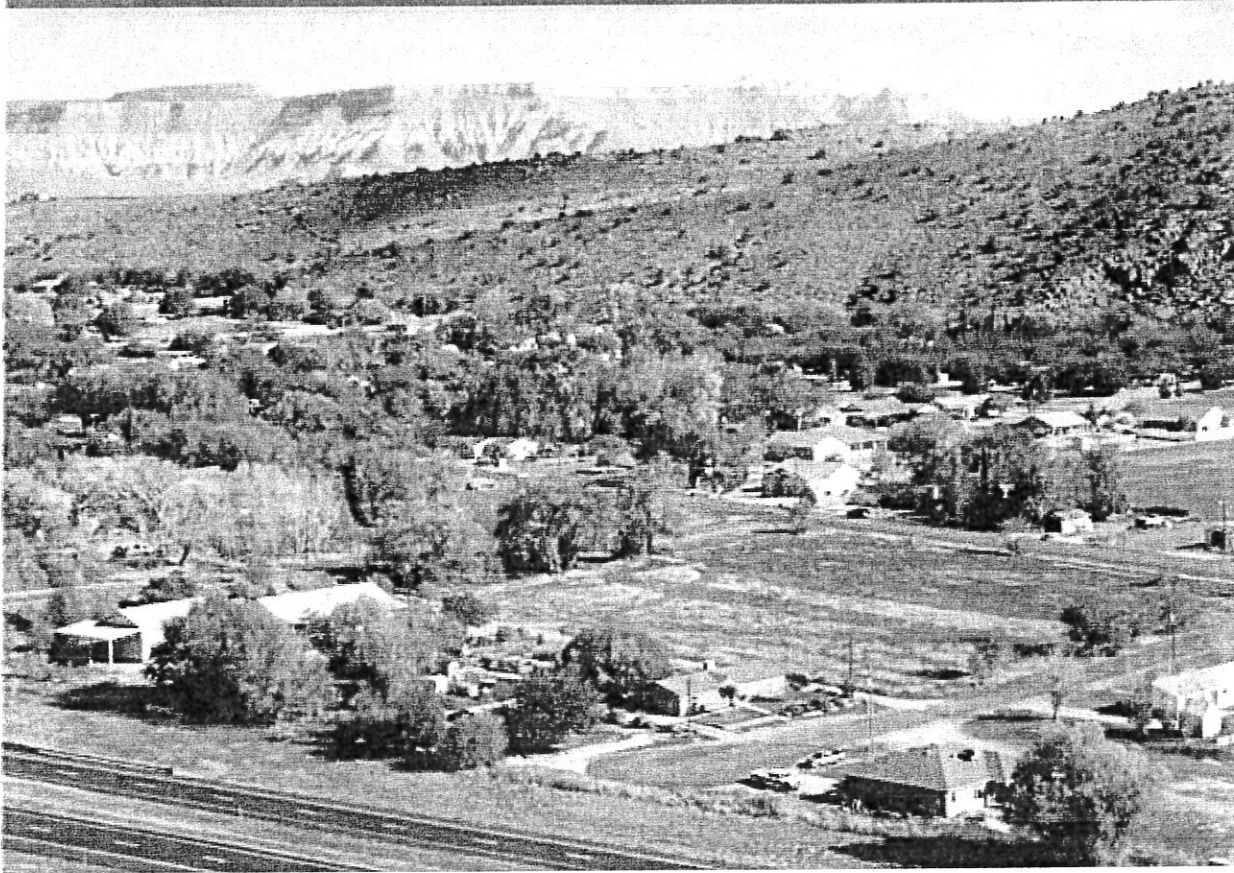
P 1.2.1: Promote the diversity of stories and sites within Leeds, including those related to Pioneer History, Mining, Native American Cultures, and 20th century history.

P 1.2.2: Collaborate with citizens and existing preservation organizations in pursuit of grants to preserve the histories of Leeds.

P 1.2.3: Pursue the establishment of historical trails, markers, and events that draw attention to the history of Leeds.

See the Historic Preservation Strategic Plan [Appendix 002] for additional Historic Preservation Goals and Policies.

LAND USE 2



SOUTH PORTION OF LEEDS, LOOKING
NORTHEAST
PHOTO BY: FRAN REX 2010

2 LAND USE

The Land Use chapter of the Town's General Plan is intended to promote land use decisions that take into consideration the unique rural character and history of the Town of Leeds while providing opportunities for economic development and the Town's economic viability. This chapter is based on information compiled during an extensive public process which was conducted during the spring and summer of 2009. The Town residents strongly value the unique rural character of the Town and expressed the importance that the Town's character be maintained. To do so, residents desire that all planning and development include protections for agricultural land, open spaces, scenic vistas and sensitive lands, water quality, historic preservation, limiting the impact of lighting on the night sky, and public access to recreational amenities.

The Town residents also strongly value the diversity of land uses and structures, and the variety of lot sizes and building types. They overwhelmingly prefer a mix of uses and variety over cookie cutter style development and buildings. Main Street, with its mix of agriculture, homes, and businesses is a perfect example of the diversity the Town residents prefer. Many Town residents also respect the Western tradition of property rights, and do not wish to overly restrict land owners. Therefore, it is important to the residents that both the diversity and characteristics, that define the Town, are maintained and carefully balanced as planning and future development continue and economic opportunities are created.

The Land Use chapter of the Town's General Plan offers guidelines to assist in achieving the residents' vision for the Town and its future growth and development.

Existing Conditions

In 2010, land use within the Town of Leeds and the surrounding annexation boundary is defined by undeveloped private property (82.18%), low density residential (10.35%), agriculture (6%), and a small amount of commercial businesses along Main Street (.6%). [See figures 3.1 and 3.2 for a summary of land use; See Map 001, Current Zoning Map, for Town and Annexation Boundaries.]

The majority of single-family homes are built on lots ranging from one acre to five acres in size with the exception of the area of Town including and surrounding Main Street, which is characterized by a mix of lot sizes, ranging from one quarter (1/4) of an acre to two (2) acres. While residents of Leeds respect the Western tradition of property rights and do not wish to overly restrict land owners, they overwhelmingly support the existing low density model that currently defines the Town. However, in recent years, developers have proposed higher density projects in the Town, resulting in multiple zone changes that are uncoordinated with the goals and priorities of the Town of Leeds. If future development continues in this fashion, the larger cohesive vision of the Town residents will not be respected. Town residents desire that all new planning and development enhance the vision and character of the Town and not detract from it.



ALFALEA FIELD ADJACENT TO
LEEDS HOME
PHOTO BY FRAN REX 2009

To accomplish this, it is in the best interest of the Town of Leeds to address the disparity between the residents and developers, such that future development and planning can contribute to the larger vision of the Town. It is also in the best interest of the Town to annex land within the Town's annexation boundary as new development projects are proposed. Considering annexation at the time of a development proposal is preferred over annexing land after it has been developed. This policy will further help the Town of Leeds maintain its cohesive master plan, while also being compatible with Washington County policy of encouraging developers to annex into incorporated communities or towns.

In order to further understand the current land use within Leeds and the annexation boundary, a Land Use Inventory was conducted in 2009. The following charts represent land use within the Town and the annexation boundaries in late 2009 [See Appendix 001 for additional Land Use tables]. It is important to note the percentage of vacant land currently held in private ownership. If this land were developed without adhering to the larger vision set forth by the Town of Leeds, it would significantly impact the population and character of the Town.

2 LAND USE

Figure 3.1 Land Use: Town Boundary

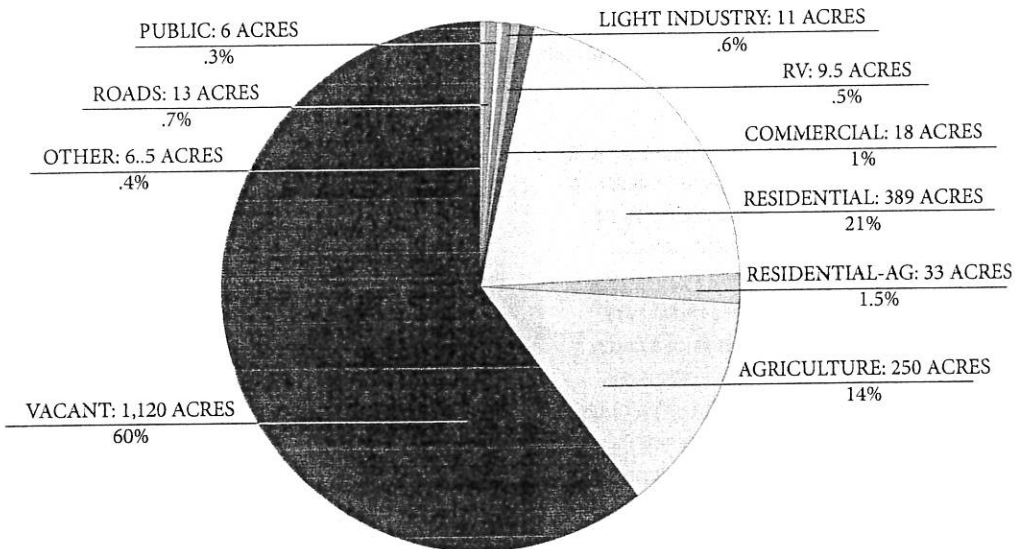
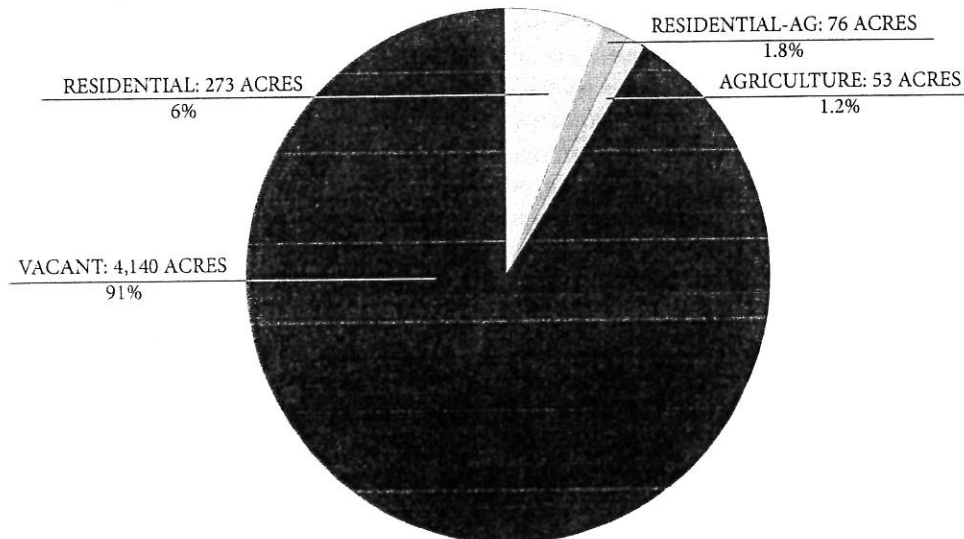
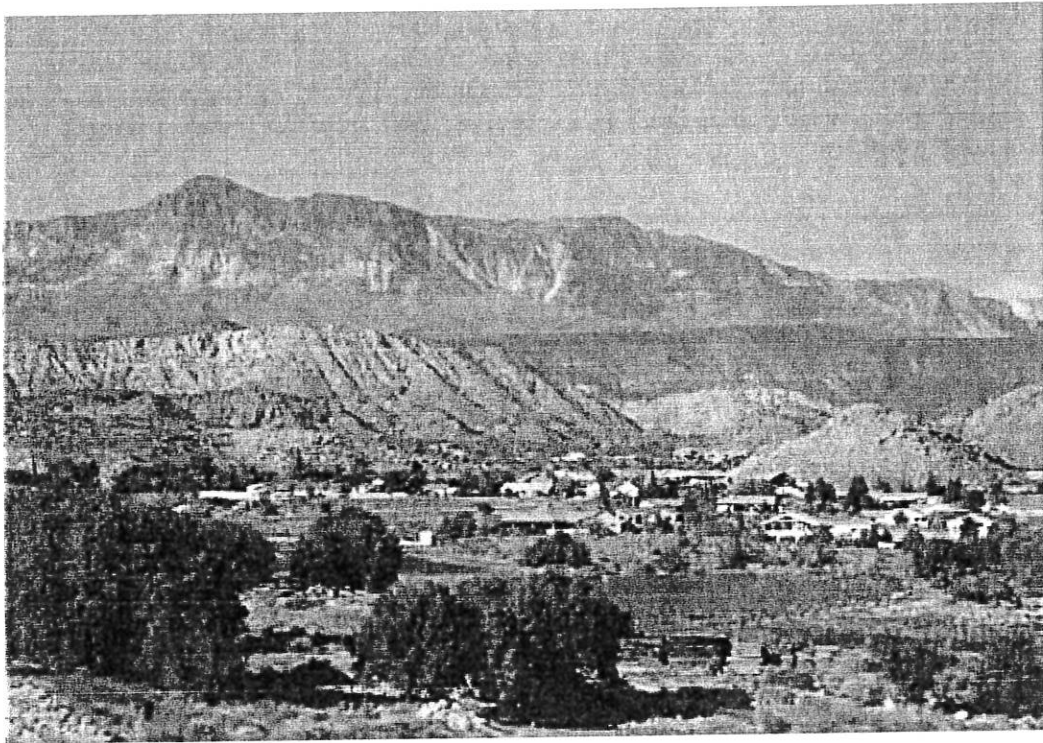


Figure 3.2 Land Use: County Land Within Annexation Boundary



Adopt Chart

*NOTE: Percentages do not include land managed by the Bureau of Land Management (BLM). [See Appendix 001, page 6 for additional charts including BLM land.]



LEEDS LOOKING NORTHWEST
PHOTO BY FRAN REX 2019

Build Out Study

To understand the potential impacts of growth and development using the current zoning conditions within the Town of Leeds and the annexation boundary, a Build-Out Study was conducted in 2009. The Build-Out Study combined the information gathered in the Land Use Inventory with existing zoning regulations and current development trends. Build-out estimates within the Town boundary were based on the current zoning map, allowable units within each zone, and the Land Use Inventory conducted in late 2009. Build-out estimates for the annexation boundary were based on current development trends (average of 1 unit per 1.33 acre) and the Land Use Inventory.

Currently within the Town of Leeds there are 1,427 acres of vacant, agricultural, or underutilized (land that has a more intensive zoning than is currently being utilized) land in private ownership. With the exception of 26 acres zoned commercial, all the vacant, agricultural, and underutilized land is zoned residential, open space, or mobile home. [See **figure 3.3 for percentages of vacant land by zone.**] If the vacant properties within each respective zone were developed in accordance with the Town's current zoning regulations, there could be an additional 1,194 residential units and roughly 3,152 residents in the Town. Combined with the existing population, the total Town capacity would be 1,482 residential units and 3,912 residents, which would have a significant impact on the character and diversity of the Town, not to mention its viability.

In the Town's annexation boundary alone there are approximately 4,012 acres of vacant, agricultural, and underutilized land (minus steep slopes of 30% or greater) that is in private

2 LAND USE

ownership. If the current development pattern in the annexation boundary continued into the future (average lot size of 1.33 acres), there is the potential for an additional 3,017 residential units and 8,266 residents. Given these figures, the combined build out capacity for the entire Town of Leeds, including all land within the annexation boundary, is 4,211 residential units and 12,178 residents.

The following charts describe the vacant or underutilized land in each zone within the Town boundary and the potential build-out population within the Town and annexation boundaries.

Figure 3.3 Vacant Land by Zone within Town Boundary

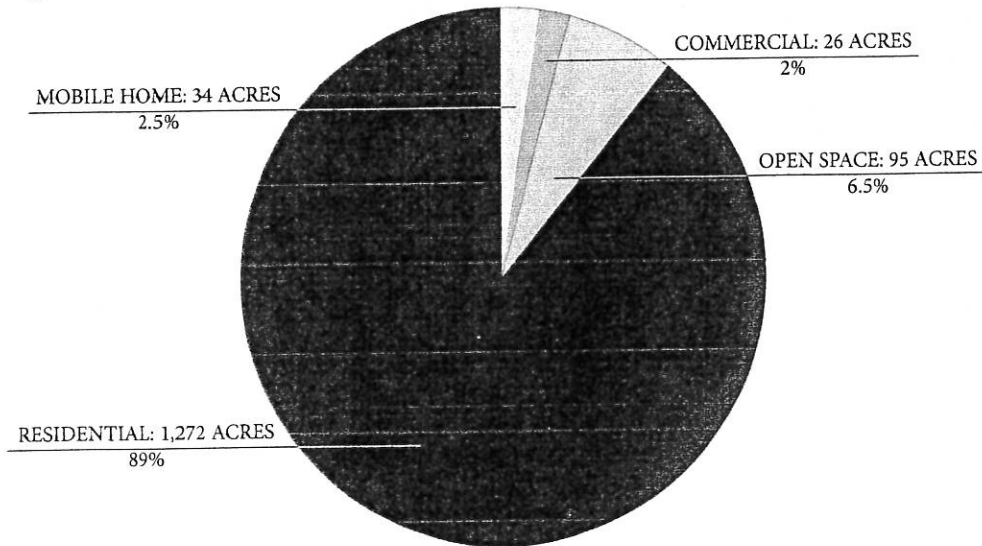
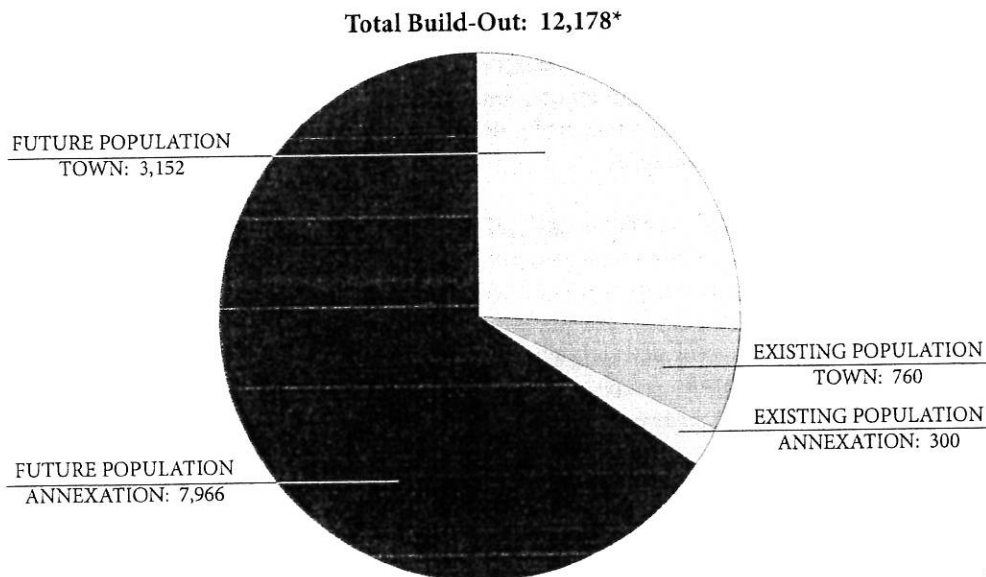


Figure 3.4 Potential Build-Out within Town and Annexation Boundaries

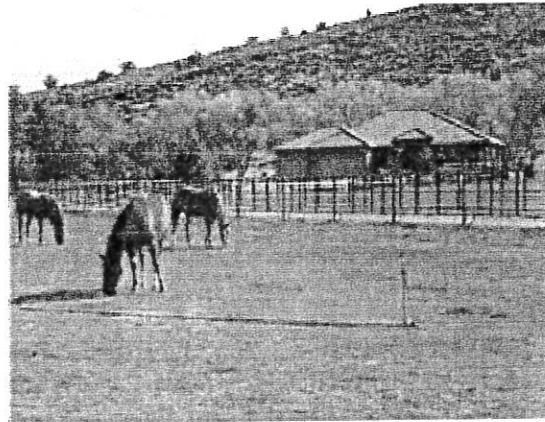


*Future population capacity is based on current average household size in Leeds of 2.64 people (US Census).

This would be the data with newly annexed property

Housing Typologies and Future Land Use

As discussed in the previous sections, the majority of Leeds residents would like to maintain the existing rural character of the Town, which includes primarily low-density single family homes. However, many residents recognize that some variety of housing types is desirable to allow for some residents to remain within the community, especially young families and the elderly. While residents have no desire to see concentrated areas of multifamily housing, a limited amount of non-single family housing types are acceptable, providing that the rural character of the Town is respected, and the housing is distributed in such a way that it becomes part of the larger mix of housing in the area. Through the use of overlay zones, the character of the Town can be maintained while providing opportunities for a mix of densities and housing types. Furthermore, overlay zoning can be used to consolidate the Town's existing zoning, simplifying conformance with Leeds goals and objectives. Overlay zoning is discussed in greater detail in the "Key Land Use Issues and Goals and Policies" sections of this chapter and Housing is discussed in greater length in the Housing Chapter of this General Plan. [See Map 002, **Future Land Use Map, for proposed overlay zone locations**].



HOUSING AND THE KEEPING OF ANIMALS
PHOTO BY FRAN REX 2010

As well as addressing the need for variety in housing types, the Town of Leeds should address locations for future land uses within the Town and annexation boundaries. While residents expressed mixed feelings regarding the possibility of a school to serve the Leeds area, the need for a school may increase as new residential development occurs. It is important that potential school locations be addressed within the Future Land Use Map. In addition, many residents would prefer industrial or heavy commercial uses not be located in Leeds; however, such uses could provide a substantial increase in the tax base, improving Town viability. Keeping this in mind, it is preferable for the Town to identify possible locations for these uses, prior to a development proposal, in order to outline the Town's expectations and priorities. [See Map 002, **Future Land Use Map, for proposed locations for industrial and heavy commercial uses**]

The Town of Leeds has a strong history and culture revolving around agriculture and mining. Although mining has ceased, there is a strong desire among many residents and land owners for broad agricultural and animal rights and abilities within the Town. Accordingly, outbuildings, barns, sheds, and other building related to such uses should be allowed and managed appropriately in Town Ordinances.

Leeds residents have also expressed a strong desire that long-term planning efforts include a circulation master plan and historic preservation. These items are discussed in greater detail in the "Circulation" and "Historic Preservation" chapters of this General Plan.

2 LAND USE

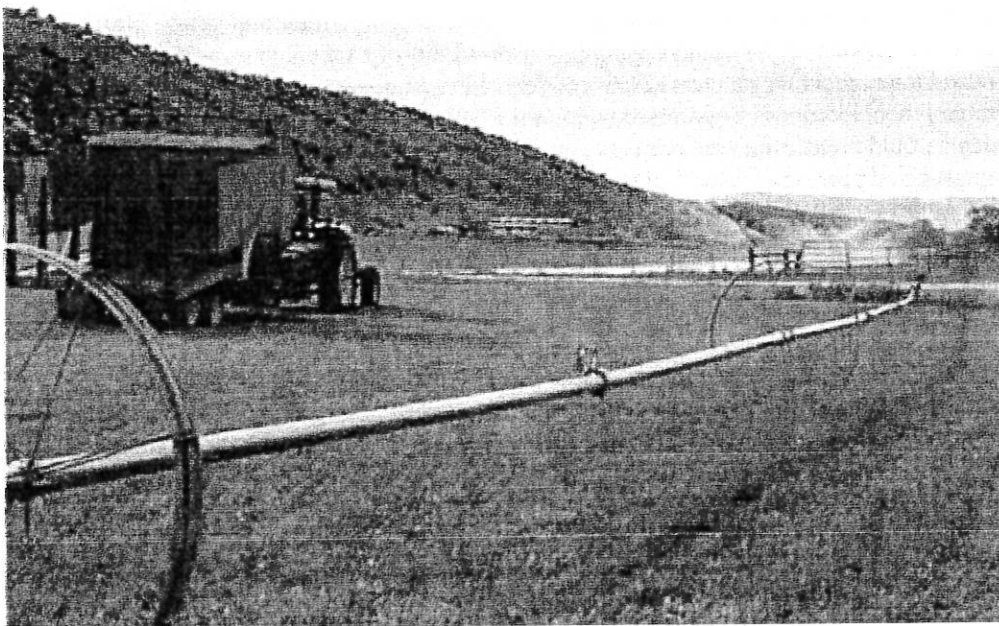
Key Land Use Issues

The overwhelming majority of Leeds residents share the common goal of preserving the Town's rural character and history in all future planning and development. This goal conflicts with the residents' desire for larger lot sizes (lower density) and their desire to preserve the tradition of property rights. One key to overcoming this seeming impasse is to develop specific guidelines that connect the desire for increased density to the preservation of the rural character of the Town. For any increase in density there must be a proportionate protection of open space, agricultural land, sensitive lands, the night sky, historic preservation, and/or access to public lands.

Among the key guidelines that will provide for the preservation of Leeds' rural character are:

- Balancing growth with the preservation of open space, agricultural land, and access to public lands.
 - Balancing the desire to maintain rural character with the need for diversity in housing types.
 - Tying development to the protection of sensitive lands and the night sky.
- Increasing historic preservation.

Developing and instituting specific guidelines through ordinances, along with developing overlay zones that provide flexibility in development and address the diversity/density conflicts, will help to overcome divisions in the town by establishing a cohesive master plan. This will further promote the larger positive qualities of the Town of Leeds that appeal to all residents.



LEEDS TOWN CLIP
© 2011 Town of Leeds

Land Use Goals and Policies

The following goals and policies provide specific actions to promote the vision, set forth by Leeds residents, outlined in the previous sections of this chapter.

G 2.1: Preserve the rural character of the Town of Leeds.

P 2.1.1: Establish an agriculture overlay zone that features clear criteria by which land in any zone can be qualified for the keeping of farm animals (additional to dogs and cats).

P 2.1.2: Adopt zoning, such as a mixed density overlay zone, that promotes creation of lots and common spaces large enough to support agricultural uses. [See Appendix 003 for definition and images of mixed density subdivision.]

P 2.1.3: Adopt zoning, such as mixed density or blended neighborhood overlay zones, that promotes the preservation of open spaces by tying preservation to development flexibility where appropriate. [See Appendix 003 for definition and images of mixed density and blended neighborhood subdivisions.]

P 2.1.4: Adopt ordinances allowing for a farmer's market and festival events that promote Leeds' agricultural heritage.

G 2.2: Maintain diversity in development and housing types.

P 2.2.1: Establish overlay zones [mixed density and blended neighborhood] that allow for flexibility in residential and commercial development while preserving open space or other amenities.

P 2.2.2: Allow for flexibility in development or housing types in combination with the preservation of open space or other land use goals.

G 2.3: Protect steep slopes, hillsides, and waterways.

P 2.3.1: Establish a comprehensive sensitive lands ordinance including an enhanced buffer at the toe of steep slopes and along watercourses and provide incentives where appropriate. [See Appendix 003 for definition and images of enhanced buffer.]

P 2.3.2: Establish grading limits which govern the extent of road cuts and minimize scarring.

2 LAND USE

G 2.4: Protect the night sky.

P 2.4.1: Update the existing "Outdoor Light Ordinance" to minimally reference International Dark Sky Association Standards in order to provide clear and measurable standards for light fixtures and the reduction of light trespass.

P 2.4.2: Create an overlay lighting zone to address different lighting requirements and standards in different areas of Leeds.

G 2.5: Encourage opportunities for economic development.

P 2.5.1: Clarify land use ordinances and consolidate existing land use zones, providing a clear path for developers and simplifying conformity with the town of Leeds' objectives and goals.

P 2.5.2: Establish a future land use map to set base expectations and identify areas for future commercial uses.

P 2.5.3: Create overlay zones that encourage small, independent businesses. Through the use of incentives and bonuses, any increase in density is tied to stated community goals. [See Appendix 003, blended neighborhood overlay zone.]

G 2.6: Maintain access to public lands.

P 2.6.1: Develop a circulation master plan that establishes access to public lands and recreation, and provides for all modes of travel and/or transportation. [See Map 003, Future Circulation Map.]

P 2.6.2: Establish incentives for open space connections between town and surrounding lands that provide desired connections for travel to public lands.



MAIN STREET
PHOTO BY FRAN REX 2010

The Circulation chapter of the General Plan is intended to provide an overview of all circulation infrastructure (roads, trails, paths) within the Town of Leeds, direction for maintenance, and planning for future infrastructure.

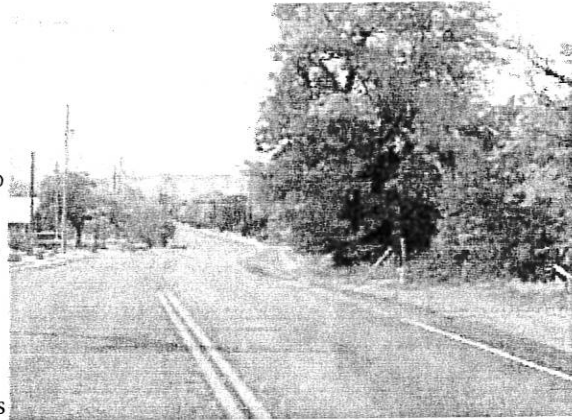
Currently, Interstate 15 is the primary transportation artery through Leeds. It is used for commuting to work, school, and for general travel. In addition to the interstate, Leeds has a network of streets, varying in size and quality.

Existing Conditions

Main Street in Leeds runs parallel to Interstate 15 (I-15). It used to be the old highway before I-15 existed. It is the main surface street and provides access to both the south and north bound ramps for I-15. At the time of this General Plan revision, Leeds has one I-15 north bound ramp located at the northern end of town just off of Main Street and Silver Reef Road. On the southern end of town, there is one I-15 south bound ramp off of Main Street and Cemetery Road. All traffic in town and through town feeds off of Main Street. Also, Main Street is the only surface road in the Town of Leeds that can be used instead of I-15 to travel from St. George/Hurricane to Toquerville.

On the north western end of town, Silver Reef Road is one of the major roadways intersecting with Main Street. Silver Reef Road crosses under I-15. In addition to Silver Reef Road providing the only access to the residents of Silver Reef, it also provides access to the Dixie National Forest entrance, BLM land, the Old Town of Silver Reef, and the I-15 northbound ramp.

On the south western end of town, Cemetery Road is one of the major roadways intersecting with Main Street. Cemetery Road crosses over I-15. It provides access to the I-15 southbound ramp and the Leeds Cemetery.



NORTH END OF LEEDS MAIN STREET
LOOKING SOUTH
PHOTO BY: FRAN REX 2010

Other heavily travelled roads in Leeds feeding off of Main Street and servicing Leeds residents to the eastern end of town are: Vista and Mountain View, Babylon Mill Road, Cherry Lane, Center Street, and Mulberry Street, and Cemetery. Valley Road runs parallel to Main Street on the eastern side.

The trails in the Town of Leeds are scattered throughout the Town boundaries and are trails that either cross over or are on privately held land in the Town. Some of the trails provide access from the Town to BLM land, Dixie National Forest, Red Cliffs Dessert Reserve, and other public lands. The residents of the Town of Leeds would like to implement a master trail program with future connections to other towns' trail systems. [See Map 003, Future Circulation Map, for existing and proposed roads and trails.]

Key Circulation Issues

As future roads and trails are developed within the Town of Leeds it is important to consider the potential conflict with private property. While the Town would attempt to avoid negatively impacting property owners with the development of roads or trails, the potential exists and should be addressed. With the exception of an emergency situation, the Town does not have the right to cross private property without an easement. However, for the purposes of planning and outlining future road and trail connections, identified as important during the 2009 Public Participation Process, the Town may propose a road or trail connection that

3 CIRCULATION

crosses private property. This does NOT grant any individual the right to access or cross private property, it only states the Town's desire for such a connection at some time in the future.

Future Circulation Needs

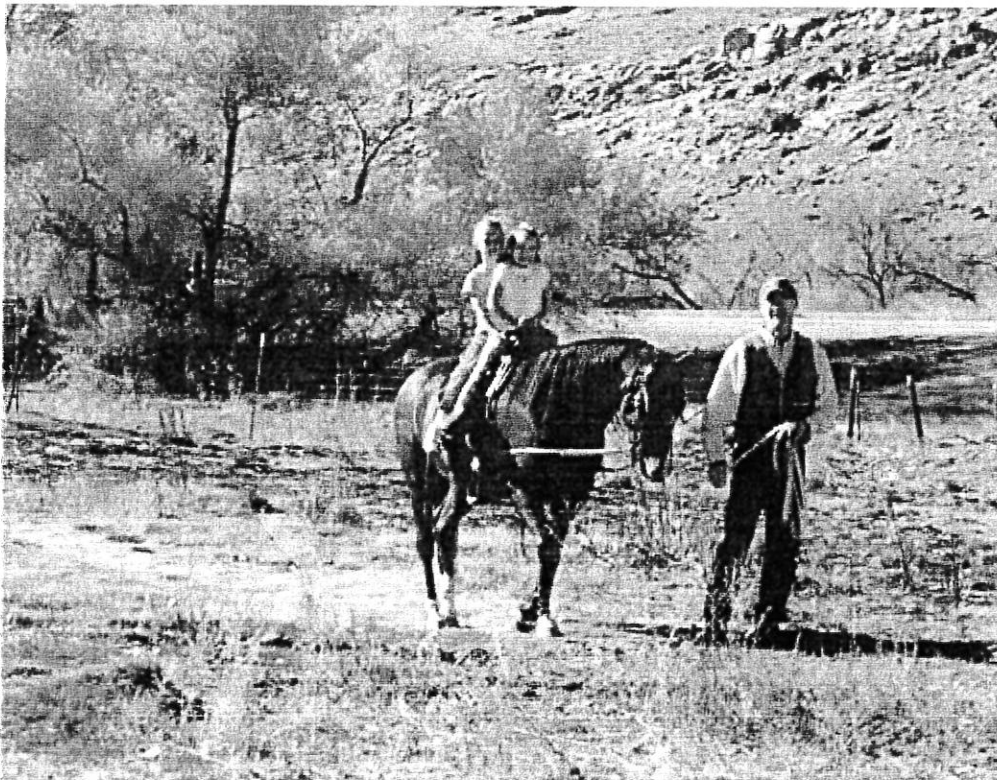
In order to ensure continued safety and accessibility as the Town of Leeds grows, a Circulation Master Plan should be developed that identifies existing roads and trails, proposed roads and trails, and proposed road and trail connections. During the 2009 Public Participation Process, residents identified several future road and trail connections that would improve circulation throughout town and/or access to public lands. [See Map 003, Future Circulation Map]

Circulation Goals and Policies

G 3.1: Protect access to public lands.

P 3.1.1: Adopt zoning and bonus incentives that encourage developers to maintain existing access to public land.

P 3.1.2: Adopt zoning and bonus incentives to create new access points as more land develops between existing subdivisions and public lands.



EQUESTRIAN TRAIL USE
PHOTO BY TOWN OF LEEDS, MAY 2011

G 3.2: Develop a trails master plan.

P 3.2.1: Work with other agencies (BLM, National Forest Service, County, etc.) to establish new trails, maintain existing trails, and provide continuity through the larger regional trail systems.

P 3.2.2: Encourage trail users to access Town amenities by providing connections between trails and Town infrastructure.

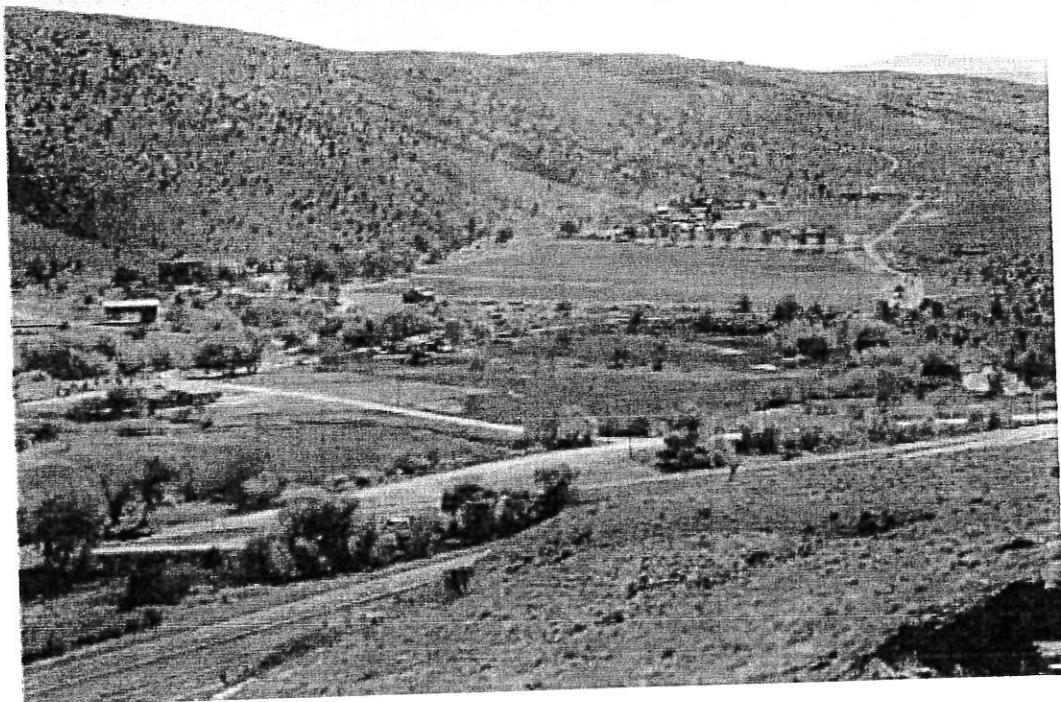
G 3.3: Develop a circulation master plan.

P 3.3.1: Update the Leeds Master Road Plan as road conditions and needs change, specifically planning for continuity and connection in the road system.

P 3.3.2: Plan for all means of travel, including motorized (Vehicular, OHV and ATV), mechanized (Bicycle), and non-motorized (Pedestrian and Equestrian).

P 3.3.3: Plan for road improvements and upgrades as development and use requires.

P 3.3.4: Include the Trails Master Plan as part of the Circulation Master Plan.



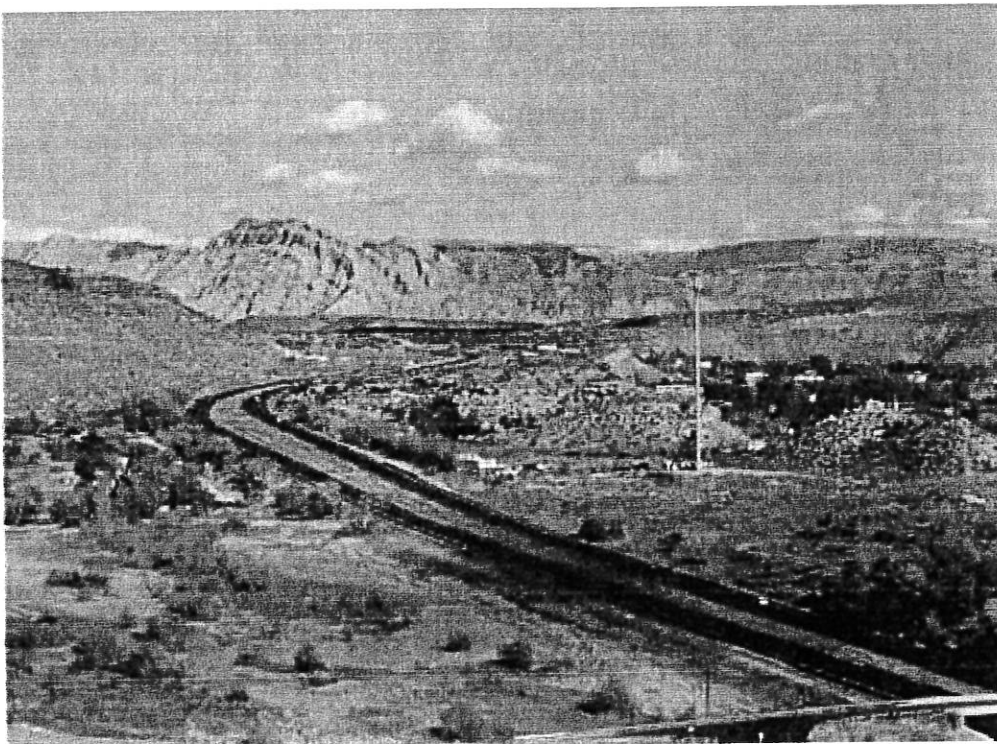
SEE THE PORTION OF LEEDS
TOWN INC. 301, 311
AND 312 OF THE

3 CIRCULATION

G 3.4: Encourage the placement of an I-15 interchange to the north of Town.

P 3.4.1: Maintain representatives to local organizations, such as Dixie Metropolitan Planning Organization (Dixie MPO), to monitor larger transportation policy issues and to understand how a Leeds interchange fits into larger regional transportation planning efforts.

P 3.4.2: Work with UDOT to place an I-15 interchange in a location that is mutually beneficial to Leeds' residents and businesses, and the State, while providing safe access to and from the Town.



I-15 INTERCHANGE LEADS
JULY 2011 PHOTOGRAPH

PUBLIC SERVICES AND FACILITIES 4



LEEDS MAIN STREET
PHOTO BY: FRAN REX 2010

The Public Services and Facilities chapter of the General Plan outlines the administration, facilities, recreational events, and public services provided by the Town of Leeds. In addition, this chapter discusses the potential need for expanded public services and facilities as the Town grows.

General Administration

Location and Services

Leeds is governed by a mayor/town council form of government. The Town Hall is located in an old school, moved from Silver Reef to its present location at 218 North Main Street. Additional improvements have been made to the building (see the “Historic Preservation” chapter for additional information regarding the structure).

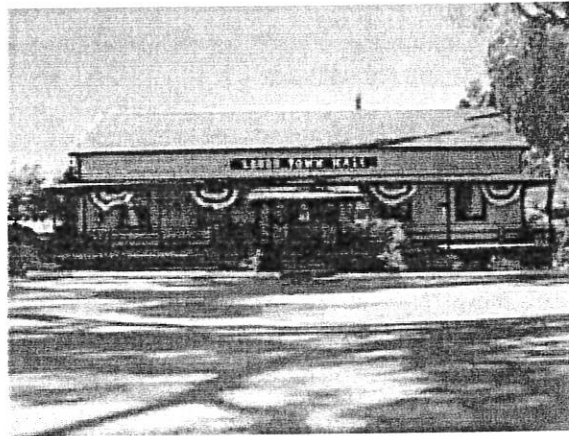
Town Employees

In late 2010, Leeds employs one (1) full-time clerk/recorder, one (1) part-time treasurer, one (1) part-time public works director (with an additional person depending on workload), and police protection to the degree possible within budget constraints.

Recreation

Facilities

Leeds Park is located at the Town center, east of Town Hall and consists of a ball field, volleyball court, playground (with equipment for various ages), horseshoe pits, large grass area, shade trees, Peach-Pit Pavilion (named for its location over an old fruit-processing platform, see the “Historic Preservation” chapter for additional information) with tables, restrooms, and parking. The restrooms and parking are handicap accessible.



LEEDS TOWN HALL
PHOTO BY FRAN REX 2010



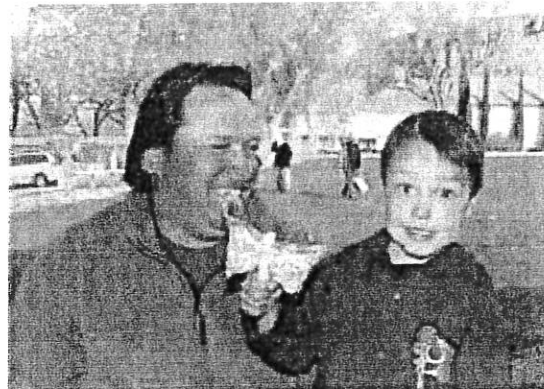
LEEDS PEACH-PIT PAVILION
PHOTO BY FRAN REX 2010

4 PUBLIC SERVICES AND FACILITIES

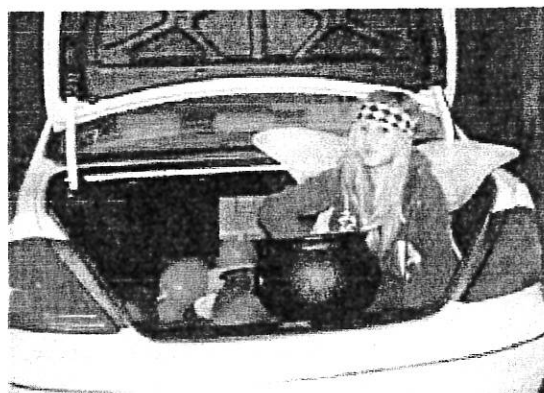
Events

Recreation events held in the community include:

- Princess Pageant: royalty are also involved in the Washington County Fair and other Town events.
- Twenty-fourth of July: this State holiday is commemorated with a parade by children, coordinated with local church groups, and occasional evening events.
- Children's Easter Egg Hunt: featuring other activities and games for children.
- Fourth of July: including breakfast, children's games, dancing, programs, and fireworks with Leeds Fire Department.
- "Trunk-or-Treat": held at the Town park, including a dinner (typically hosted by the Leeds Fire Department as a fund-raiser), games, and the main event of decorated trunks with lots of candy!
- Veteran's Day: program with flag retiring ceremony.
- "Wild West Days in Leeds" Fall Festival: this event is the Town's annual festival and includes a soap-box derby, story-telling, concerts, entertainment, children's games, remembrance of farming history (such as Sourgum), pony rides, booths (food and other), and a Town Play.



EASTER CELEBRATION
PHOTO BY: FRAN REX 2010



"TRUNK-OR-TREAT"
PHOTO BY: FRAN REX 2010



FLAG RETIRING CEREMONY
PHOTO BY: FRAN REX 2010

PUBLIC SERVICES AND FACILITIES 4



"WILD WEST" TOWN PLAY
PHOTO BY FRAN REX 2010



PERFORMING
PHOTO BY FRAN REX 2010

4 PUBLIC SERVICES AND FACILITIES



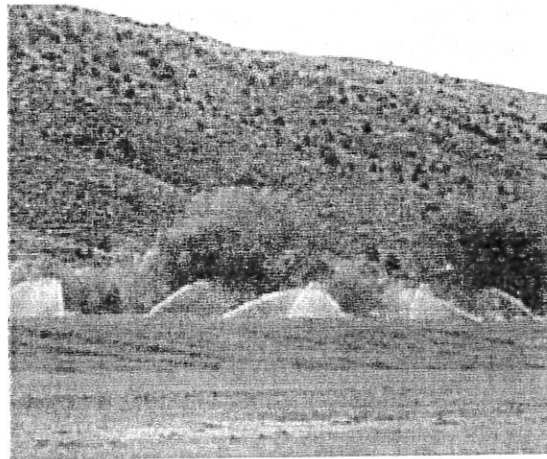
LEEDS CANDY DROP
PHOTO BY: FRAN REX 2010

Utilities

Water Rights and Existing Conditions

The State of Utah owns all of the water, and grants rights to use that water, subject to three restrictions: (1) that it is put to beneficial use; (2) that the flow rate not exceed a specified amount, usually expressed in cubic feet per second (cfs); and (3) that the cumulative use for a year not exceed a second specified amount, usually expressed in Acre Feet (AF).

Currently the Town of Leeds culinary water is administered through the Leeds Domestic Waterusers Association (LDWA), a non-profit company. The LDWA is comprised of its Shareholders. LDWA currently has 331 Active Water Tap connections and 69 Stand-By Taps. Stand-By Taps are taps that have been designated for specific property, but no meter has been installed and the property has not been connected to LDWA's water system. Water Rights to service the property are already in LDWA's inventory and LDWA has committed to provide water service at such time as the shareholder desires to connect to the system.



LEEDS IRRIGATION: ALFALFA FIELD
PHOTOS BY FRAN REX 2009

LDWA owns approximately 440-Acre Feet of culinary water rights, including the assets received from the Silver Reef Special Service District (SRSSD) when acquired by LDWA in the fall of 2002. That acquisition included thirty eight (38) active water taps, a total of 44.5-Acre Feet of water, SRSSD infrastructure, tanks, assets, plus \$21,000 net cash.

Water comes from several sources including springs and underground wells. Water is stored in five water tanks; the tanks are located in Leeds. The five tanks provide a total capacity of 1.083 million gallons.

Water demand does not normally occur uniformly throughout the year. Summer peak water demand can, at times, be 3 to 4 times greater than the amount of water used during the typical winter peak demand. This indicates that a large portion of culinary water is possibly used for irrigation. Water conservation measures are being established in an effort to reduce the need for irrigating landscaping. **[See Appendix 004 for a table with culinary water usage delivered to active residential, commercial, and industrial taps for the 10-year period 2000-2009.]**

Water consumption in Leeds has actually declined over the last ten years. Leeds did share in the housing "bubble" with some increase in local construction. However, our "peak" and collapse appears to have coincided directly with the National housing boom and bust. Four homes have been built in Leeds over the last four years.

In December of 2009, shareholders were apprised of the availability of financing from Utah

4 PUBLIC SERVICES AND FACILITIES

State Division of Drinking Water (DDW) for a Capital Facilities Project to upgrade LDWA's fire hydrant pressure and flow problems and implement its Capital Facilities Plan. In January 2010, the LDWA Board voted to proceed with the loan and has retained Northern Engineering, Inc. to design and oversee the construction of the Project.

A second well is planned to be drilled with location at T40 S., R. 13 W., Sec 31. This will add a redundant water well to LDWA's system and complement the well that was upgraded to Utah State requirements in 2007.

The amount of funding is \$2,009,000.00, 45% of which is forgiveness [grant monies] and 55% is to be repaid over 30 years at 3.6% interest. Construction of the system will be completed late spring of 2011.

Sewer

Currently there is no existing sanitary sewer infrastructure within the Town of Leeds. The Town of Leeds has worked diligently for a sewer solution since 2004. The Town of Leeds, landowners within the Town, and landowners from the surrounding area have engaged engineering firms and experts in various feasibility studies since 2004. The high cost of engineering and implementing a Leeds sewer system has prevented the Town from completing the required infrastructure. While funding assistance from the State of Utah is available, such funding comes with stipulations that Town officials feel go against the Town's and resident's desires. Three primary concerns are:

1. Requiring the Town to spend more money on studies;
2. Requiring the Town to increase the project size and scope from a manageable phased approach to an all or nothing estimated \$13 million dollars; and
3. The State requiring those with working septic to incur the cost to hook up on day one.

With the present state of the economy in 2010, potential investors in a Leeds sewer system have asked the Town to postpone moving forward until the economy has begun to recover and a more reasonable timeline can be expected for a return on the investment. However, the Town remains interested in pursuing sewer infrastructure in order to ensure the quality and safety of Quail Lake Reservoir and other downstream aquifers. In addition, Leeds ability to wholesale water from the Washington County Conservancy District could be impacted if the Town does not install satisfactory sewer infrastructure. The Town of Leeds has begun to hold meetings and actively look for a solution with the following as guiding principles:

- The Town will be neither pro-growth or anti-growth, but will pursue opportunities that improve the services and facilities provided to residents, and that are in keeping with the goals and priorities outlined in this General Plan.
- The burden of cost will fall primarily on those receiving the benefit.
- Those who want sewer service will have equal opportunity to get involved.
- The project must be feasible financially for the Town as well as for its residents.
- The project should include not only the existing Town but the properties within the annexation area.
- The Town should work with the other political bodies in finding a solution.
- The Town wishes to avoid forcing those on working septic tanks to incur cost to hook up to sewer prior to their systems failure ; however, a compromise solution may need to be found to spread the burden of costs through grants, low-interest loans, and a share of the cost going to residents.

PUBLIC SERVICES AND FACILITIES 4

The Town entered into an Inter-local Agreement with Ash Creek Special Service District in the Fall of 2008, and the Agreement was renewed (with some revision) in 2010. The Agreement spells out the basic conditions under which Ash Creek would service the Town's sewer. Ash Creek Board Members and Managers have been great to work with, and in the inter-local agreement Ash Creek agrees to let Leeds use 240 connections worth of capacity in the Harrisburg line, lift station, and treatment plant. In exchange, Ash Creek would charge approximately \$0.70 per 1000 gallons of wastewater discharged from Leeds into the Special Service District system. This agreement was advantageous for Leeds because it alleviates the need for a treatment facility solution until a rate base could be established. Opinions vary on whether the Town should have its own treatment plan or contract with Ash Creek. One principle argument in favor of the Town having its own system is to keep the water in its aquifers.

There are funding sources available to the Town for a sewer solution if/when the Town is willing to adopt a Mandatory Connect Ordinance. This decision should be approached with care and transparency. Residents of the Town of Leeds feel passionately that the proper role of governments is to serve the people and that property rights should be respected. It is also important that financial circumstances of residents be taken into account when decisions of financial impact are being considered.

Having clean ground water is a desire of the Town and its residents, and measures to ensure this goal is met should be adopted into Resolutions and Ordinances. This desire should be balanced with the financial and property rights realities as mentioned above. In terms of future development, it is almost universally felt by residents that new development should pay for itself when it comes to sewer infrastructure for waste water. It is also generally assumed and felt that new developments will need to have a sewer solution to keep our ground-water clean in the long-term.

Fire

General

Leeds Area Special Service District (LASSD) provides Fire and Emergency Medical Services. LASSD services the entire Leeds Area and Interstate 15 from mile marker 16.5 to 36.

Facilities and Personnel

The fire station is located at 730 N. Main St., Leeds. The fire station includes a training room, kitchen, dressing rooms, laundry, and office with room to expand. The department currently employs a full time Chief, other officers and department members are volunteer. Firefighters are state certified or working to become such. Emergency medical technicians (EMT) are all state certified. All fire, medical services, and transports to the hospital are dispatched through the 911 system.

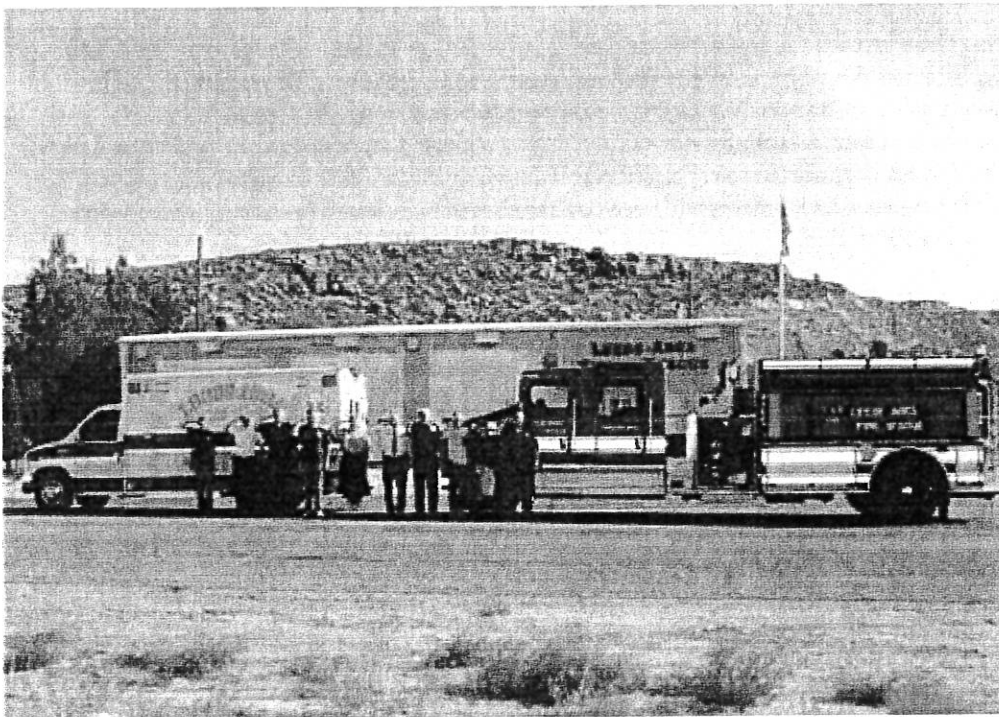
4 PUBLIC SERVICES AND FACILITIES

Programs:

1. LASSD participates in the Insurance Services Office (ISO) rating system and has a 5 rating.
2. LASSD participates in National Incident Management System (NIMS) and is current in the required standards.
3. LASSD participates in the State Cooperator program to fight fires on Federal land, including compensation.

Major equipment housed at the fire station:

- 2003 Kenworth/Pierce Class A Pumper/Attack truck (Type One)
- 2004 Kenworth/ Pierce Class A Pumper/Tanker truck (Type One)
- 2001 Ford/Wheeled Coach Ambulance
- 1999 Ford/Wheeled Coach Ambulance
- 2008 Ford F550 4X4 Brush Truck (Type Six)
- 1999 Ford F450 4X4 Brush Truck (Type Six)
- 2004 Air Filling Station (includes air compressor)
- 2004 12- Self Contained Breathing Apparatus w/ 12 extra tanks.
- 2004 Oxygen Bottle Filling Station
- 2008 FCC licensed Radio Frequency and Repeater



LEEDS FIRE AND RESCUE
PHOTO BY FRANK REX 2010

Public Services and Facilities Goals and Policies

Water

G 4.1: Provide an adequate amount of safe, clean water to all Leeds' current and future residents.

P 4.1.1: Continue to maintain and upgrade, as necessary, the Town's water system.

P 4.1.2: Support laws and regulations to monitor, prevent, and correct, where necessary, contamination of water sources.

P 4.1.3: Develop programs and incentives for wise water management, including encouraging the use of native, drought tolerant landscaping.

Sewer

G 4.2: Install and maintain a municipal sewer system.

P 4.2.1: Continue to pursue solutions for sewer infrastructure.

P 4.2.2: Develop and continually update a Waste Water Management Master Plan, outlining the Town's goals and priorities related to waste water management.

Fire

G 4.3: Continued progress in Leeds' fire staff, fire facilities, and emergency services.

P 4.3.1: Pursue opportunities to increase the Advanced Life Support (ALS) capabilities for Emergency Medical Services (EMS).

P 4.3.2: Continue to participate in the State Cooperator Wildland Program and pursue additional opportunities to increase wildland fire safety.

P 4.3.3: Include funding for additional fire staff in the Town Budget as population increases.

P 4.3.4: Pursue funding opportunities to expand the existing fire station and for purchasing a ladder truck to service large homes and commercial buildings.

Recreation

G 4.4: Continue to support and improve community recreational opportunities.

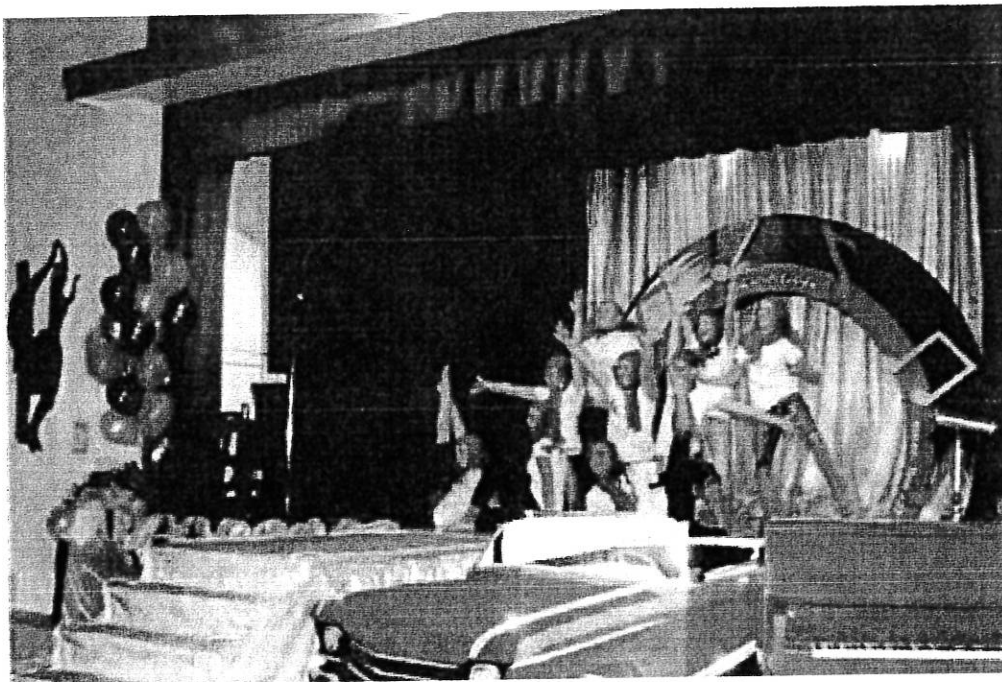
P 4.4.1: Develop ordinances that require developers to include park space within subdivisions.

P 4.4.2: Maintain funding allocation for Town festivals and events; pursue additional funding opportunities as scale of festivals and events increase.

4 PUBLIC SERVICES AND FACILITIES

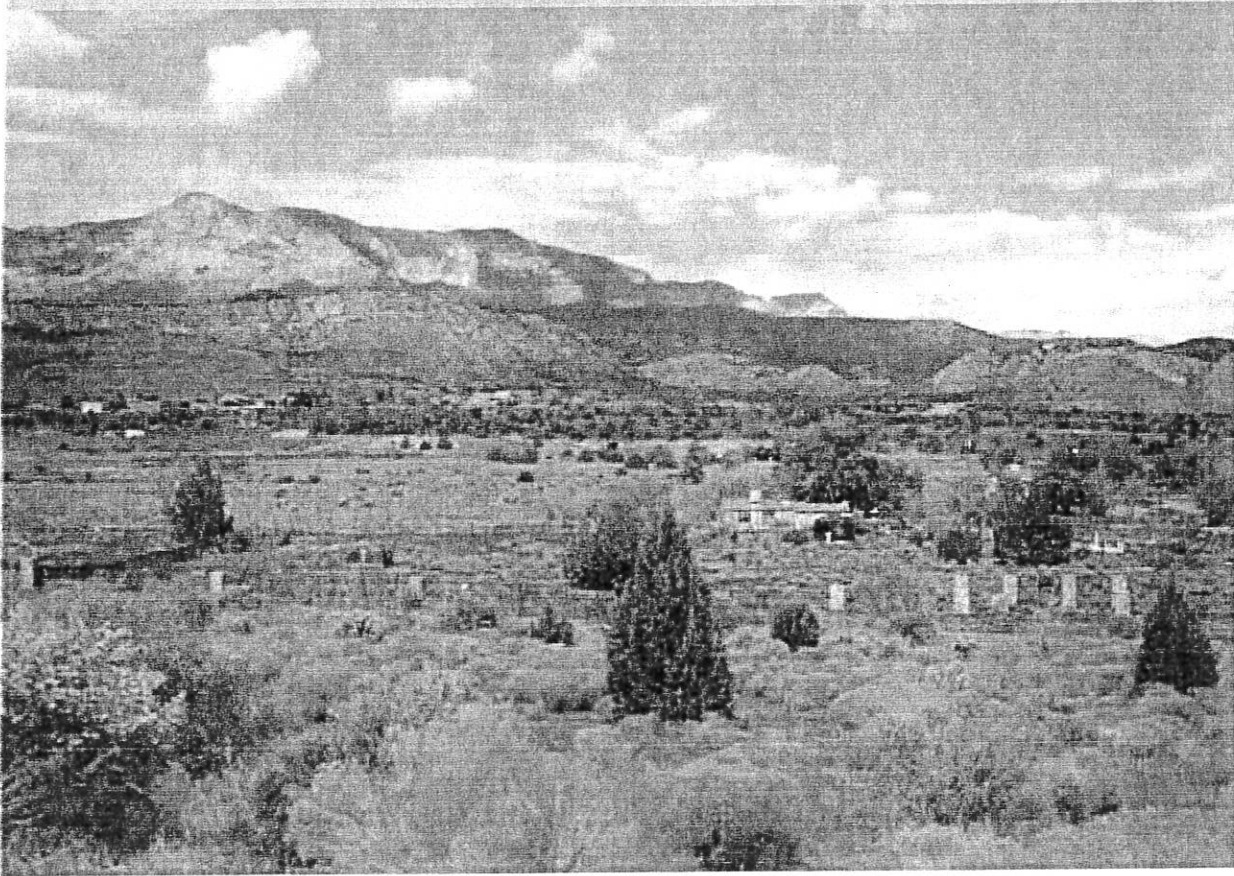


WILD WEST DAYS VENDORS
PHOTO BY FRAN REX 2010



PRINCESS PAGEANT
PHOTO BY FRAN REX 2010

ENVIRONMENT AND CONSERVATION 5



OVERLOOKING LEEDS PROTESTANT
CEMETERY TOWARD SILVER REEF AND
ELDORADO HILLS
PHOTO BY FRAN REX 2010

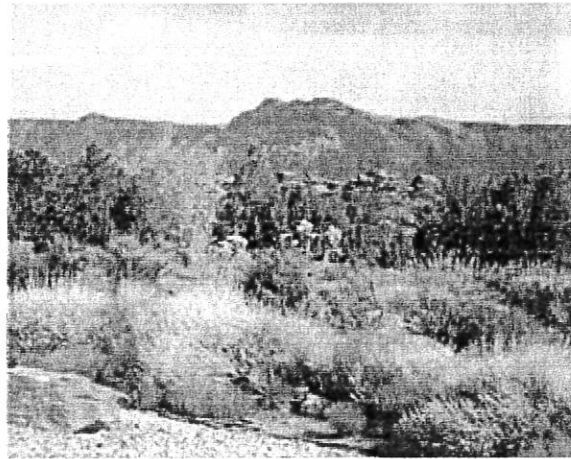
The Environment and Conservation Chapter of the General Plan outlines the existing environmental resources within the Town of Leeds, while introducing ways to enhance and protect those resources as the Town grows.

Leeds' residents have expressed a desire to maintain the Town's rural and agricultural nature, as well as the "bedroom community" feel. The conservation of the local environment is a critical piece of the puzzle and should be a conscious effort of Town residents and Town officials. This interest must not infringe on private property rights and should be balanced and measured in purpose and method. Open and public meetings, as well as concerted efforts to spread information liberally, will contribute to the success in implementing appropriate measures and plans towards environmental conservation.

Existing Condition and Key Findings

The Town of Leeds has a unique and beautiful environment, characterized by an abundance of natural resources, plant and animal habitat, and scenic vistas. [See **Red Cliffs Desert Reserve website for additional information on plant and animal habitat found within Leeds and surrounding areas.**] In order to maintain the character and quality of Leeds' environment, it is important to take measures to protect plant and animal habitat, air and water quality, the night sky, and steep slopes and hillsides. These natural resources not only contribute to the aesthetic character of the Town, but also to the local economy, and the health and safety of Leeds residents.

In order to balance the protection of Leeds' environmental resources with private property rights, the Town must provide clear expectations for resource protection that encourage developers and property owners to respect the natural environment. Planning tools, such as a Sensitive Lands Ordinance and bonus incentives for hillside and waterway protection [See **Land Use chapter of this General Plan for greater detail**], can ensure clear and measurable standards that simplify enforcement and compliance.



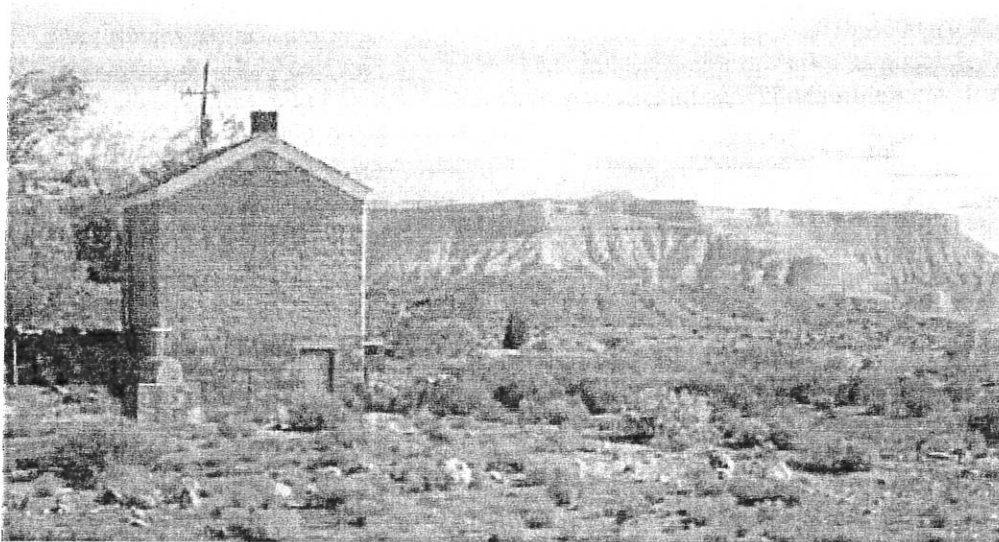
LEEDS PLANT MATERIAL
PHOTO BY FRAN REX 2010

Town of Leeds and Adjacent Public Lands

The Town of Leeds is surrounded by Public Land including, Dixie National Forest, Red Cliffs Desert Reserve, Red Cliffs Recreation Area, Oakgrove Campground, and Quail Creek State Park. The Town of Leeds finds it in its best interest to help steer the designations and uses of adjacent Public Lands. Many Residents have expressed the desire to maintain open access and recreational opportunities on these Public Lands. The character of the Town of Leeds is influenced not only by the open space, access, and recreational opportunities available on Public Land, but also the rich agricultural and mining history of the area. Although mining has ceased, there is still a strong desire among residents for broad agricultural rights and abilities within the Town, the Annexation Boundary, and on Public Lands; agricultural rights include grazing rights and other agricultural use rights which have existed for decades in Leeds' history. The Town feels it is important to keep this rural and agricultural character as it expands.

The Town feels it is important to work with government agencies that currently administer the adjacent Public Lands. The Town has engaged local agencies in the past in order to establish an open line of communication. It is critical that the Town continue to maintain strong communication with these agencies to ensure they are aware of local residents' concerns and needs, as well as to understand the issues and challenges faced by the agency in managing the Lands.

5 ENVIRONMENT AND CONSERVATION



LEEDS SILVER REEF HISTORIC RICE BANK.
LOOKING NORTHEAST
PHOTO BY FRAN REX 2010

Environment and Conservation Goals and Policies

G 5.1: Protect the quality of Leeds' natural resources.

P 5.1.1: Develop clear criteria and standards within Leeds' Ordinances that ensure the protection of steep slopes and hillsides, water quality, the night sky, and plant and animal habitat.

P 5.1.2: Work with property owners to minimize storm water runoff and possible contamination of waterways.

P 5.1.3: Identify specific areas within Leeds where substantial natural resources and/or plant and animal habitat exist.

G 5.2: Protect the night sky.

P 5.2.1: Adopt more stringent standards for "full cut-off fixtures" in order to further reduce light trespass.

G 5.3: Minimize disturbance to native vegetation and address restoration of native vegetation following development.

P 5.3.1: Establish ordinances requiring a minimum landscaped area that may be met by native vegetation in order to incentivize preservation of existing landscapes.

P 5.3.2 Establish specific minimum standards for re-vegetation within the

development area after disturbance

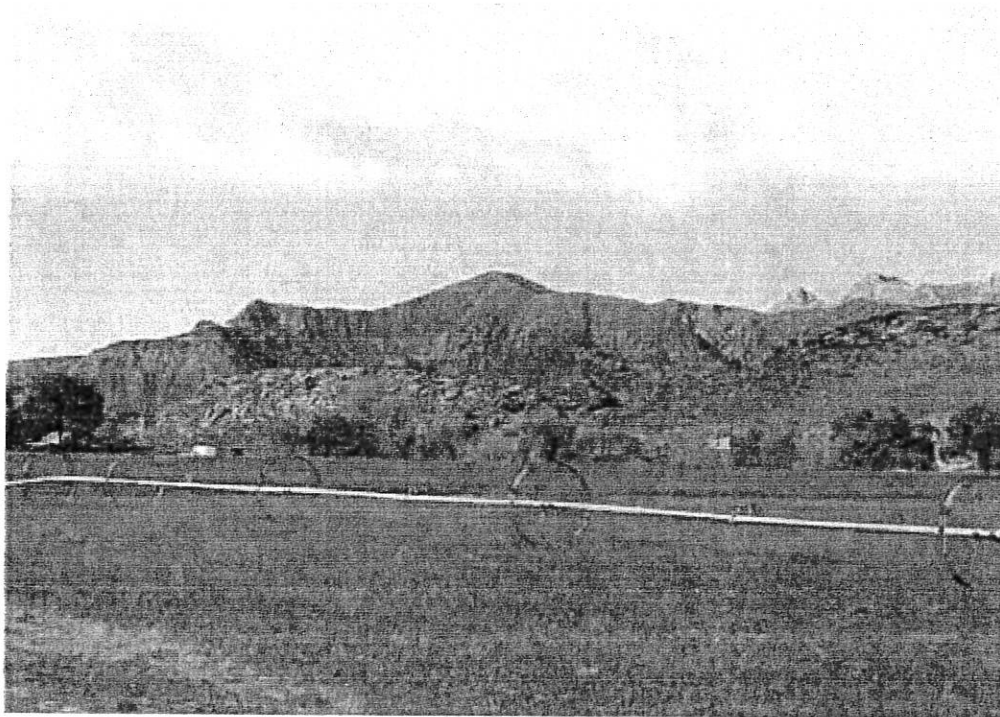
P 5.3.3: Establish a replacement ratio for replacement of trees removed, damaged, or destroyed within the development work area in order to incentivize preservation of vegetation.

P 5.3.4: Require protection of native vegetation outside of development work areas and establish specific minimum standards for re-vegetation, if affected.

G 5.4: Maintain access to public lands.

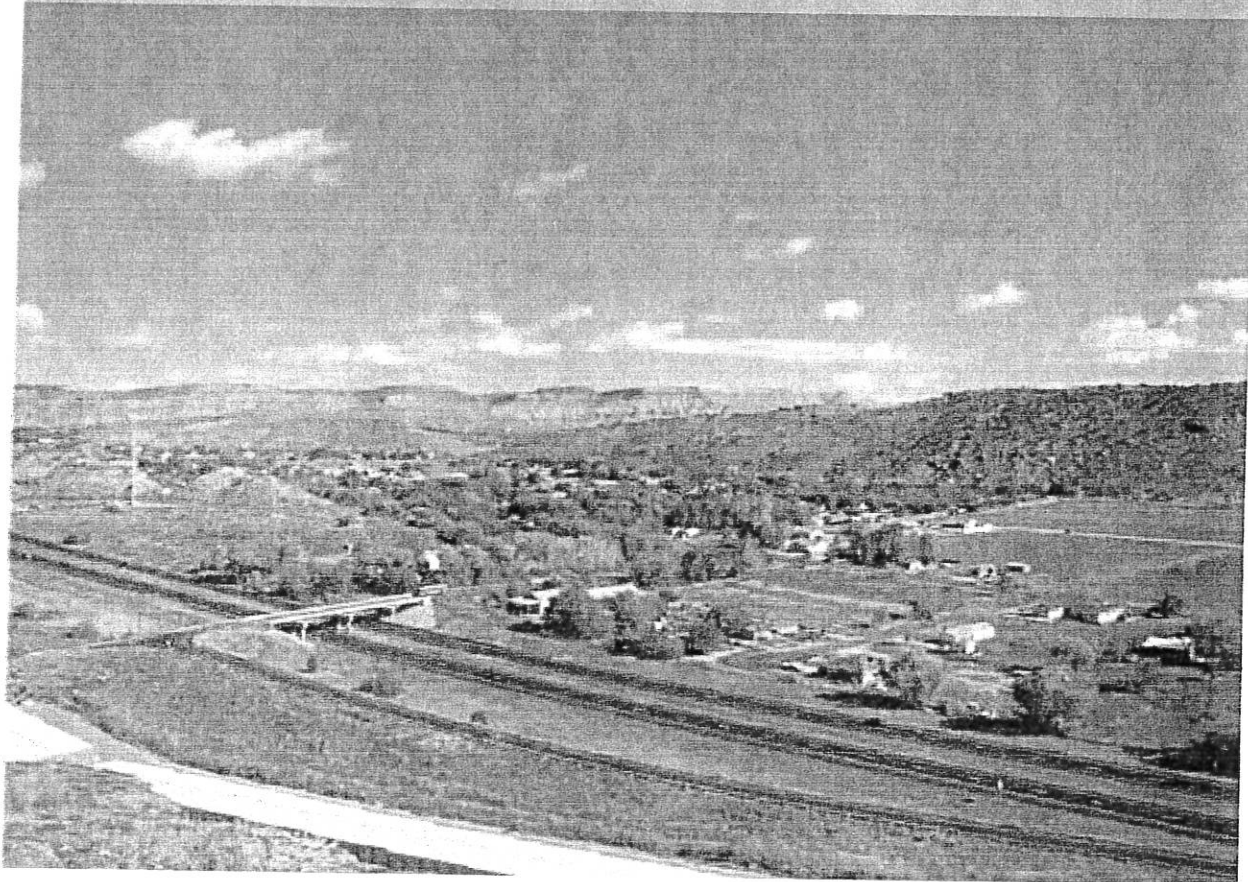
P 5.4.1: Continue to collaborate with local agencies in order to ensure Leeds plays an active role in regulation and use decisions governing public lands surrounding Leeds.

P 5.4.2: Continue to collaborate with local agencies to coordinate efforts to maintain and provide additional access to public lands.



LEEDS AGRICULTURE
PHOTO BY FRANKLIN 2014

ECONOMIC DEVELOPMENT 6



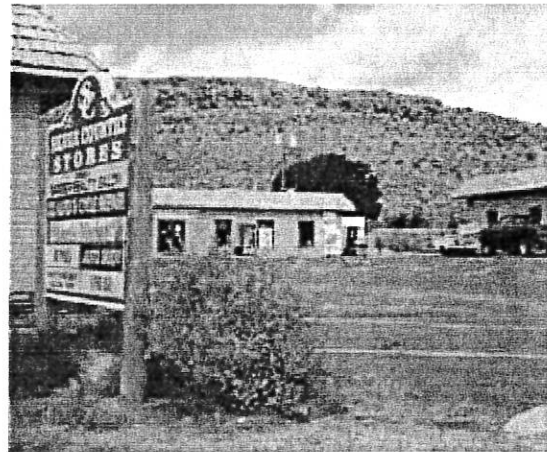
TOWN OF LEEDS
PHOTO BY FRAN REX 2010

The Economic Development chapter of the General Plan outlines the current economic development opportunities within the Town of Leeds and introduces additional economic development opportunities to ensure Leeds remains an economically viable town.

Existing Conditions and Key Findings

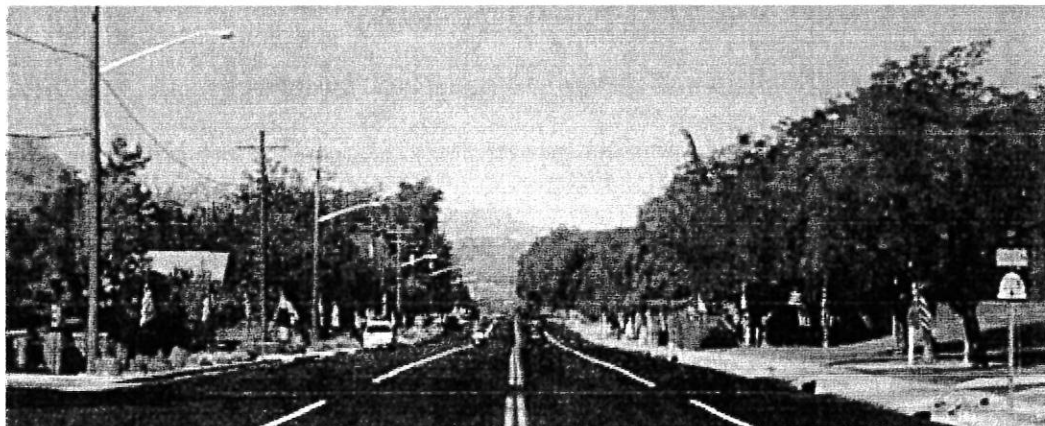
The continued maintenance of the Town's existing infrastructure and the support of new development as the Town grows, requires Leeds to pursue a variety of economic development opportunities. However, Town viability must be carefully balanced with maintaining the character of Leeds. During the Public Participation Process in 2009, residents expressed a strong desire for future commercial development to be small scale, local businesses, integrated into the existing fabric of Leeds. While residents expressed little interest in large scale commercial or industrial uses, they did identify possible locations for such uses with the understanding that large commercial or industrial uses could add substantially to the Town's tax base. [See Map 003, Future Land Use Map]

Currently in the Town of Leeds, most commercial uses exist on or near Main Street and within close proximity of the Town Hall. In late 2010 Leeds' commercial and public uses include a Town Hall, Post Office, Church, neighborhood grocery, mercantile, real estate office, atv mechanical repair shop, and a few other small businesses. In addition, there are various home occupations throughout Leeds as allowed by the Land Use Ordinances [See Leeds Land Use Ordinance 2008-04 Chapter 24].



LEEDS COMMERCIAL COMPLEX
PHOTO BY TOWN OF LEEDS 2010

Leeds has not experienced a substantial amount of economic growth in recent years, and it is important for the Town to encourage economic opportunities that will enable Leeds to remain a vibrant small Town. Developing incentives for residents to shop locally, whenever possible, will help support existing local businesses and encourage new businesses to locate in Leeds.

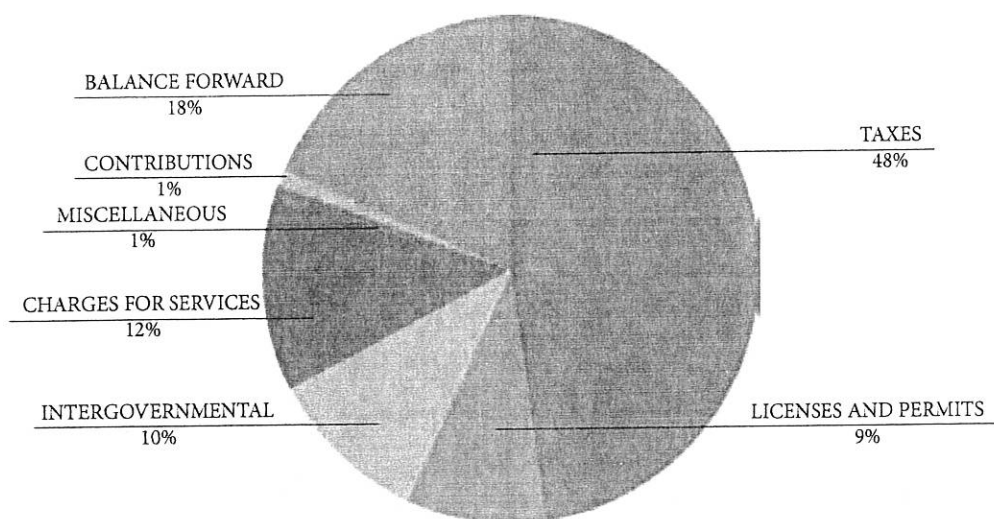


LEEDS COMMERCIAL COMPLEX

6 ECONOMIC DEVELOPMENT

In order to further understand the existing economic climate in Leeds, see **Figure 6.1** for Leeds revenue sources based on 2010 budget appropriation.

Figure 6.1 Town Revenue: Budget Appropriation 2010



Economic Development Goals and Policies

G 6.1: Encourage opportunities for economic development.

P 6.1.1: Pursue annexation where new development is contemplated within the Town annexation boundary. This policy could provide opportunities for commercial development, increasing the tax base and Town viability.

G 6.2: Encourage residents and visitors to support local businesses.

P 6.2.1: Develop events or incentives to promote local businesses; such as featuring local businesses at existing Leeds festivals or establishing a "Discount Day" for Leeds residents.

P 6.2.2: Develop a local business flyer or pamphlet to highlight the goods and services available within Leeds.

P 6.2.3: Work with Utah Department of Transportation to place an interstate exchange at the north end of Leeds to improve accessibility to the economic opportunities for visitors and residents.

HOUSING 7



TOWN OF LEEDS HOUSING
PICTURED BY FRAN REX 2010

7 HOUSING

The Housing chapter of the General Plan outlines existing housing opportunities within the Town of Leeds and addresses the need for additional housing typologies. In particular, this chapter focuses on the need for affordable housing within Leeds and the surrounding area. For the purposes of this chapter, affordable housing is defined as housing (rent/mortgage and utilities) that is less than 30% of a households monthly income.

Existing Conditions and Key Housing Issues

As stated in the Land Use chapter of this General Plan, housing in Leeds is currently comprised of single-family homes on lots ranging in size from one (1) acre to five (5) acres with smaller lots existing on and around Main Street. While the majority of the housing in Leeds is single-family, the housing styles are varied and unique. During the Public Participation Process in 2009, Leeds' residents clearly expressed their desires for the variety in housing styles to remain and for any future housing to fit within the rural character of Leeds. Residents also expressed their desire for housing in Leeds to remain primarily single-family, while understanding the need for some additional housing typologies in order to provide affordable housing to residents of varying income levels.

Currently, the median household income for Washington County, Utah is \$46,462 (US Census 2009). Affordable housing for that income level would be approximately \$1170 per month. The average house value in the Town of Leeds is currently \$165,000 (Washington County Assessor November 2010), which is below the County average. While property values in Leeds may be below the County average, consideration for affordable housing is still important. More than likely, the population of Leeds will continue to grow due to the proximity to St. George, recreational opportunities, and unparalleled scenic beauty. As the Town grows, property values will increase, and the Town will need to have measures in place for affordable housing and standards to protect the character and integrity of existing residential development.



EXISTING LEEDS HOME
PHOTO BY FRANKLIN 2009

Current zoning in the Town of Leeds allows for single-family dwelling units with attached casita within the Rural Residential and Residential Zones. In addition, the Multi-Family Residential Zone allows two-family dwellings as a permitted use and three, four, and five unit dwellings as conditional uses [See Land Use Ordinance 2008-04 Chapter 13, 14, & 15]. The existing Multi-Family Residential Zone occupies a small area at the north end of Town. In order to realistically plan for affordable housing, the Town must create additional opportunities for multi-family residential units. However, it is imperative that these units fit within the existing character of Leeds; therefore the Town should focus on small scale multi-family housing units, such as duplexes and triplexes, not large apartment complexes.

The establishment of Overlay Zones, such as the Blended Neighborhood Overlay Zone [See **Appendix 003**], will help the Town incorporate varying lot sizes and housing typologies within the existing residential fabric of the Town. During the Public Participation Process, residents expressed interest in a Blended Neighborhood Overlay Zone in the center of Town [See **Map 003, Future Land Use Map**]. The benefits of overlay zones are discussed at greater length in the Land Use chapter of this General Plan.

7 HOUSING

Another important tool that can be used to achieve affordable housing is the allowance of accessory dwelling units as rentable units. This provides a smaller, less expensive rental option while maintaining the character of single-family residential. As previously stated, the current ordinance allows attached casitas with single-family dwellings. However, as described in the ordinance, casitas are for guests and family members, and not rentable units. In order for an accessory dwelling unit to be a means to affordable housing, the units must be rentable.

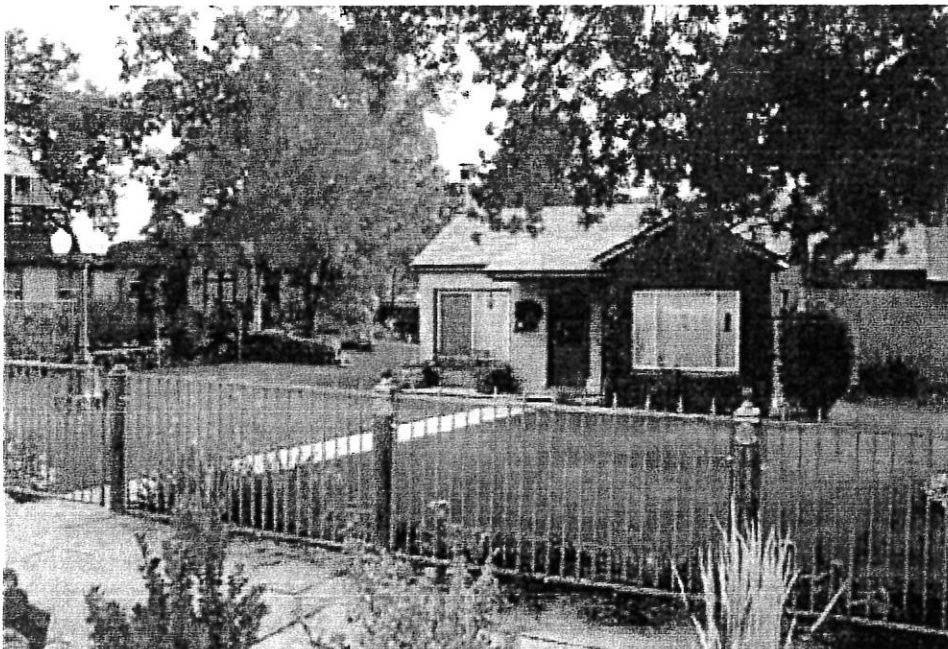
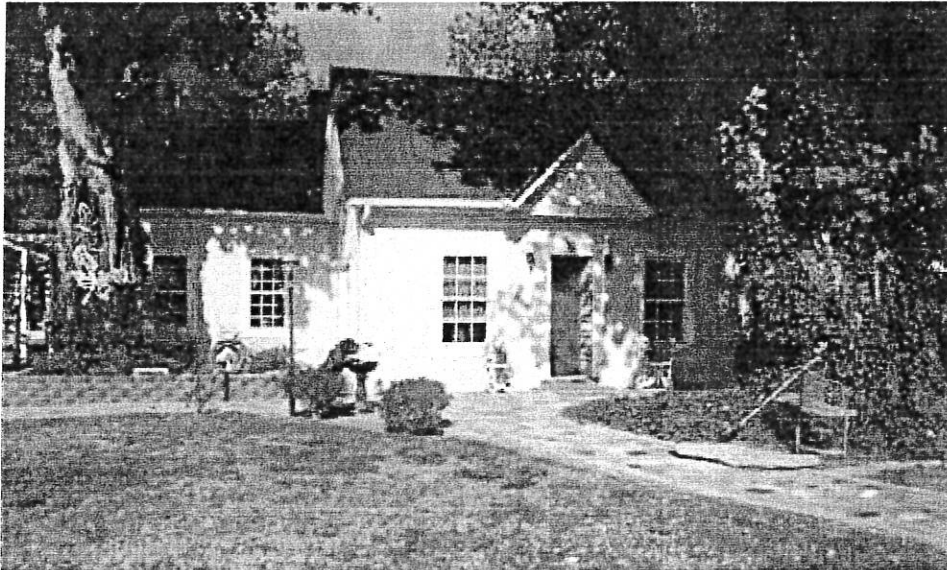


FIGURE 7-1: ACCESSORY DWELLING UNITS (CASITAS)

Housing Goals and Policies

G-7.1: Provide housing opportunities for a mix of income levels.

P-7.1.1: Update Land Use Ordinances to allow accessory dwelling units as rentable units.

P 7.1.2: Establish Overlay Zones, such as Blended Neighborhood, in order to allow a mix of lot sizes within existing residential fabric.

P 7.1.3: Use the Blended Neighborhood Overlay Zone to create opportunities for multi-family housing that reflects the existing character of Leeds.

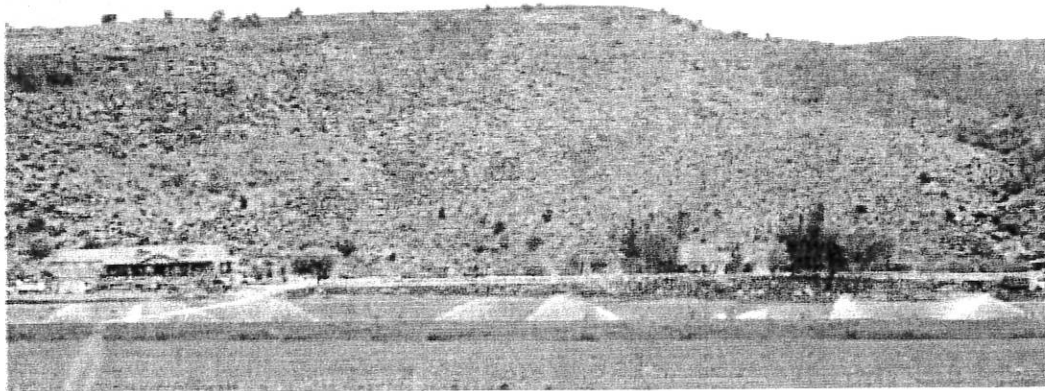
G 7.2: Create opportunities for Affordable Housing.

P 7.2.1: Update Land Use Ordinances to include an Affordable Housing requirement; establish a baseline that triggers affordable housing within new developments.

For example, a new development with more than XX units or XX lots shall provide at least XX% of market rate units/lots as affordable units/lots.

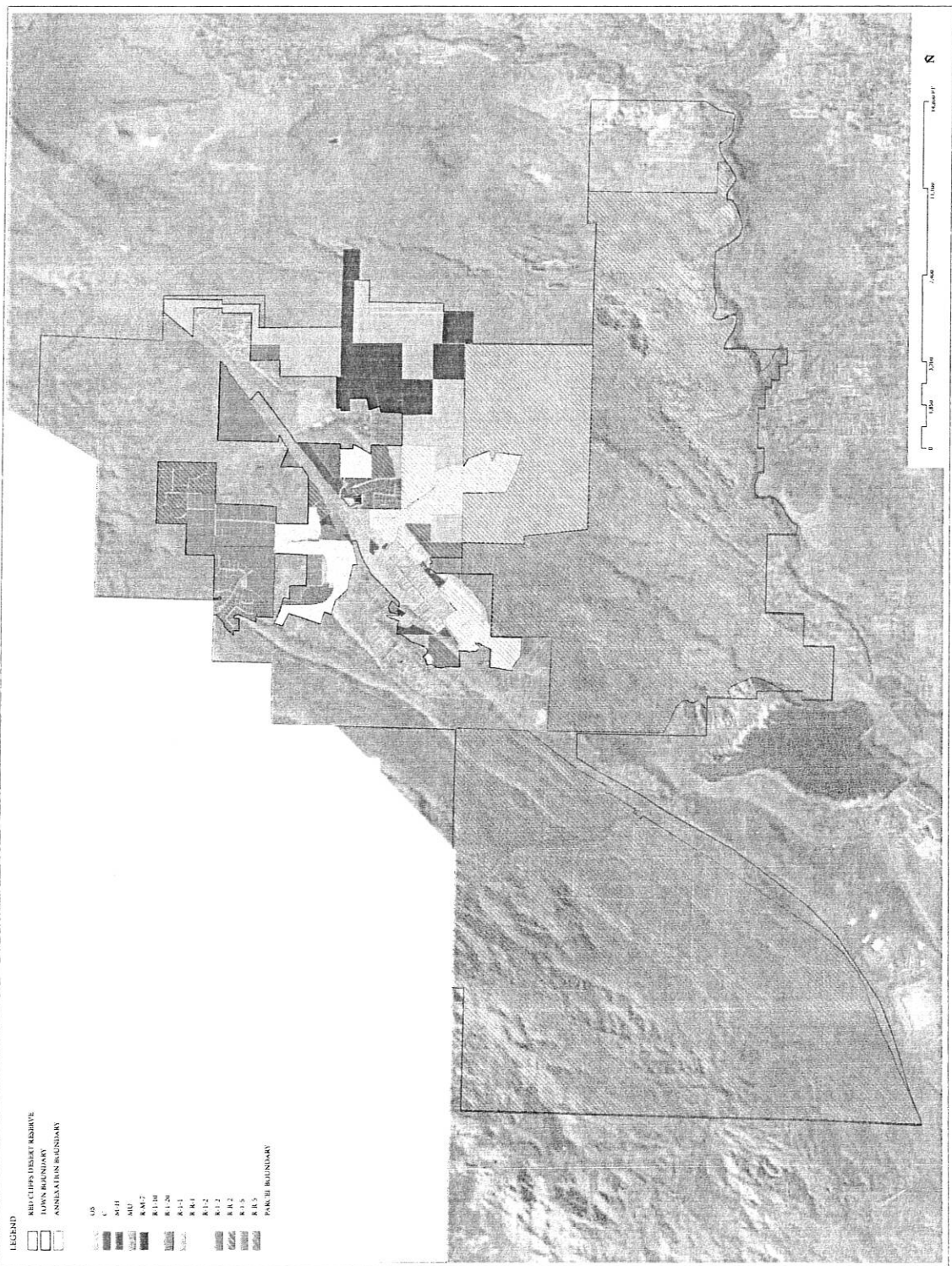
G 7.3: Maintain variety in housing styles that reflect the history of Leeds.

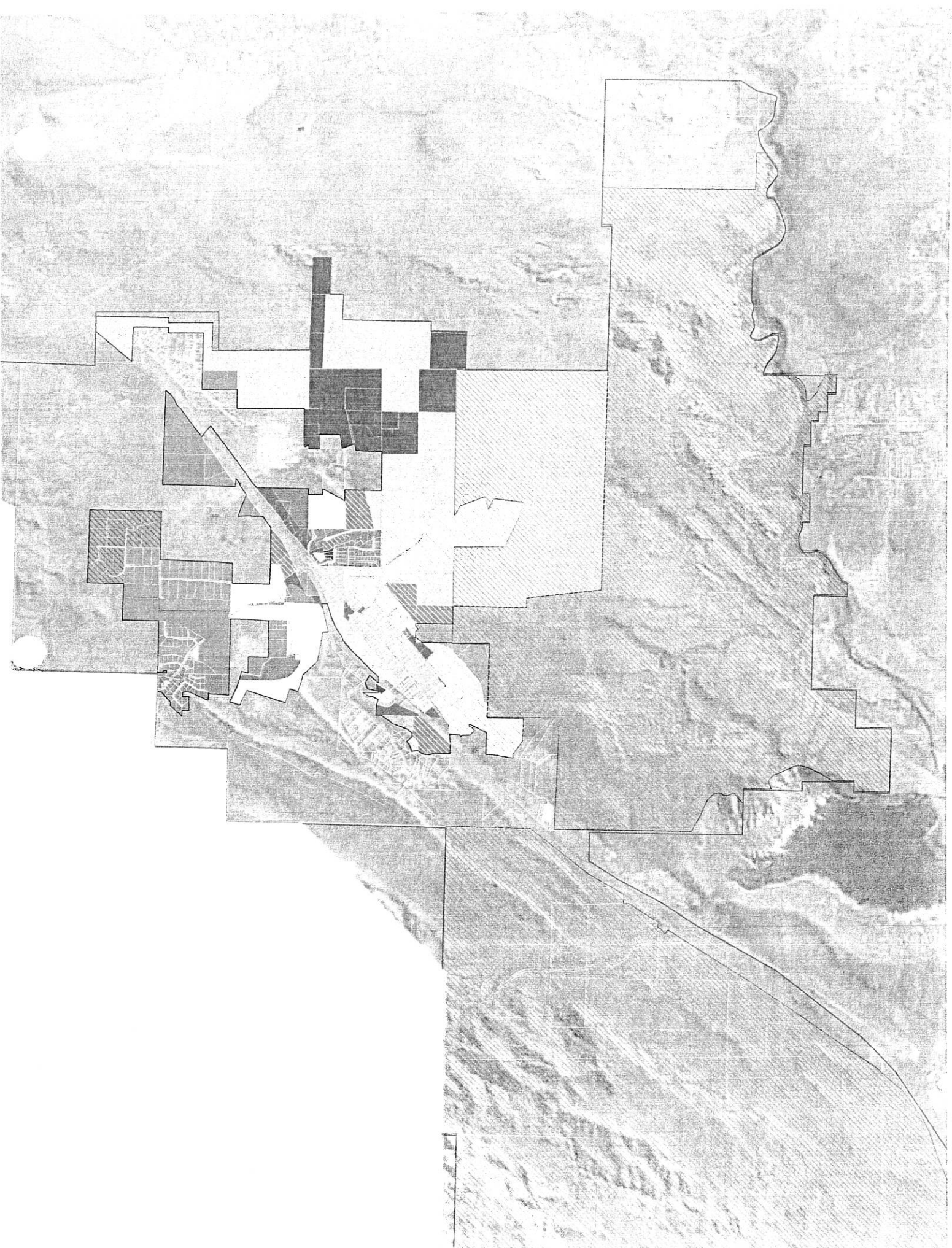
P 7.3.1: Establish Overlay Zones, such as Mixed Density, in order to promote the mixing of residential and agricultural uses, and reflecting Leeds' agricultural past.

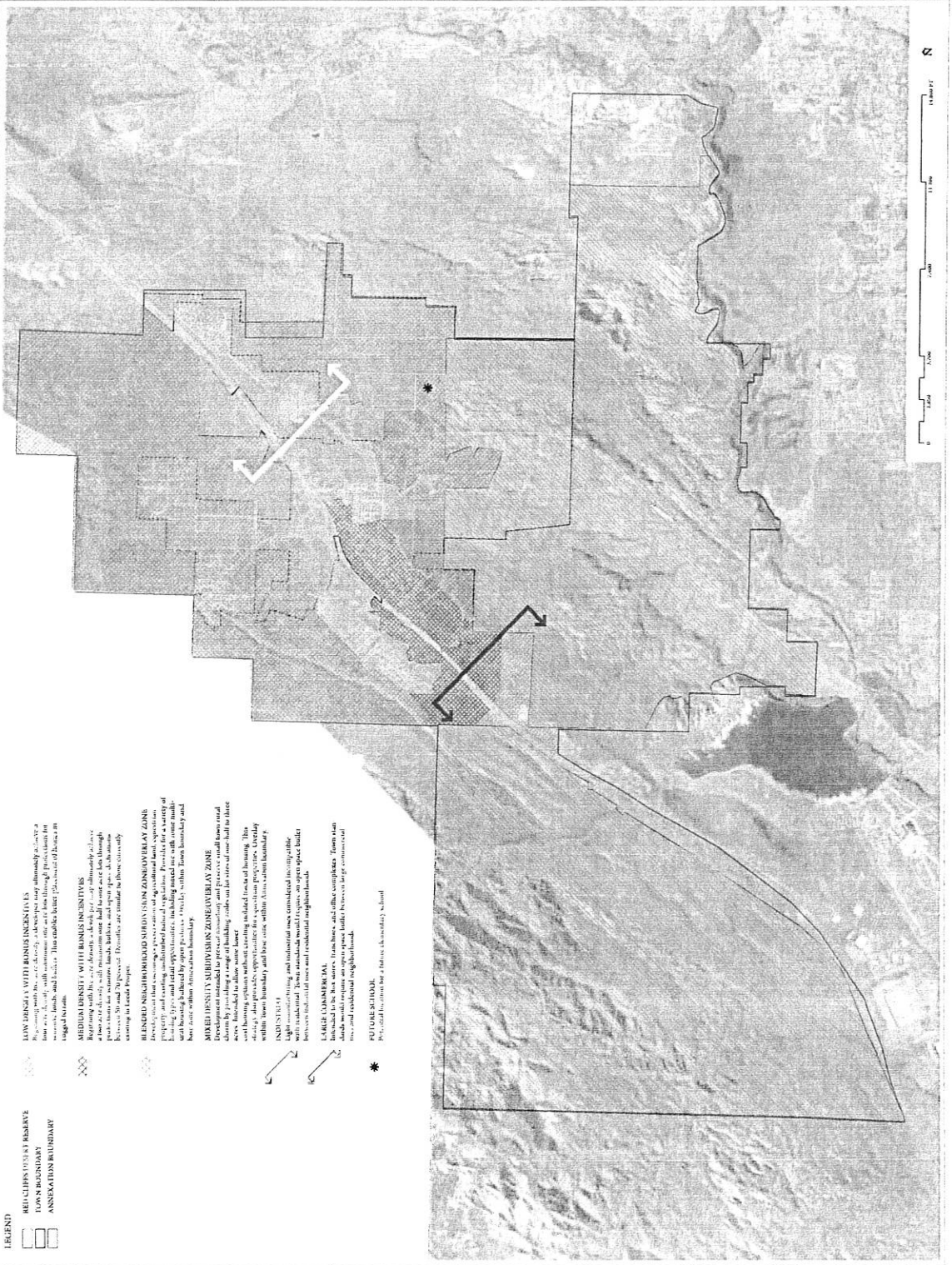


Leeds, Vermont
Agricultural landscape
with small houses
and a large hill in the background.

MAPS ON FOLLOWING PAGES







Beginning with five acre density, a developer may ultimately achieve a two acre density with minimum one half to one acre lots through protection of sensitive lands, buffers, and open space dedications between 50 and 70 percent. Densities are similar to those currently existing in Leeds Proper.

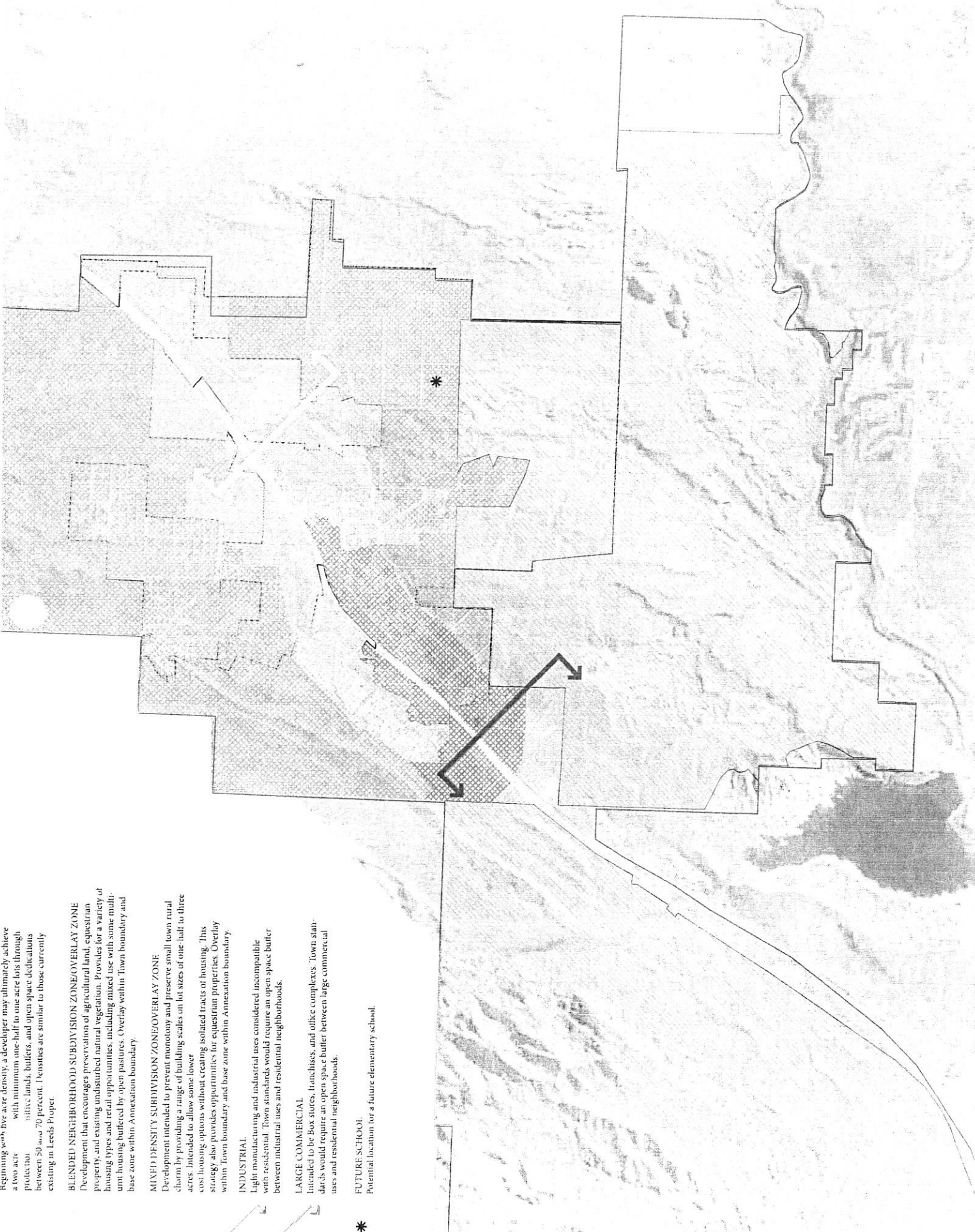
BLENDED NEIGHBORHOOD SUBDIVISION ZONE/OVERLAY ZONE
 Development that encourages preservation of agricultural land, equestrian property, and existing undisturbed natural vegetation. Provides for a variety of housing types and retail opportunities, including mixed use with some multi-unit housing buffered by open pastures. Overlay within Town boundary and base zone within Annexation boundary.

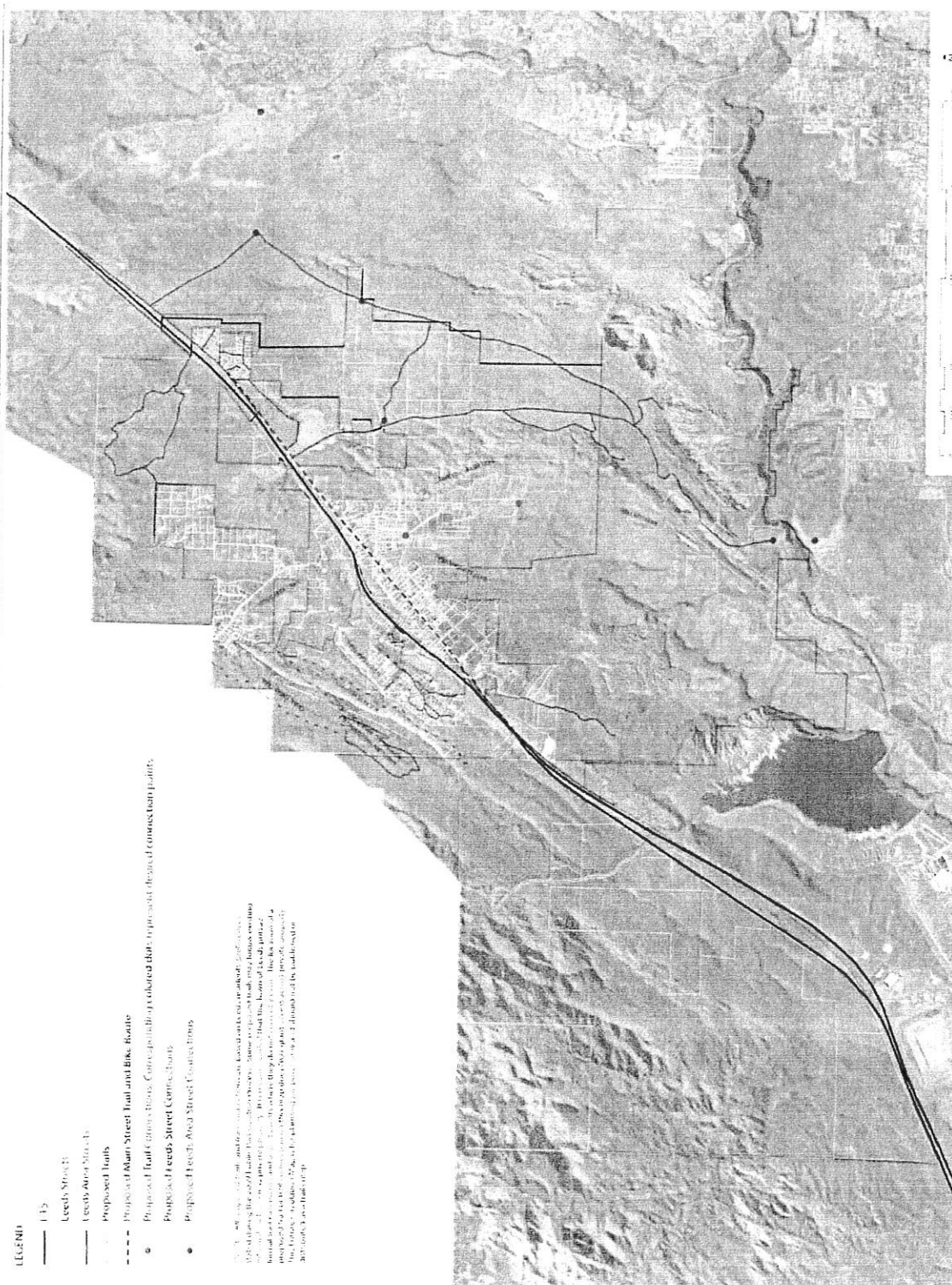
MIXED DENSITY SUBDIVISION ZONE/OVERLAY ZONE
 Development intended to prevent monotony and preserve small town rural charm by providing a range of building scales on lot sizes of one half to three acres. Intended to allow some lower cost housing options without creating isolated tracts of housing. This strategy also provides opportunities for equestrian properties. Overlay within Town boundary and base zone within Annexation boundary.

INDUSTRIAL
 Light manufacturing and industrial uses considered incompatible with residential. Town standards would require an open space buffer between industrial uses and residential neighborhoods.

LARGE COMMERCIAL
 Intended to be Box stores, franchises, and office complexes. Town standards would require an open space buffer between large commercial uses and residential neighborhoods.

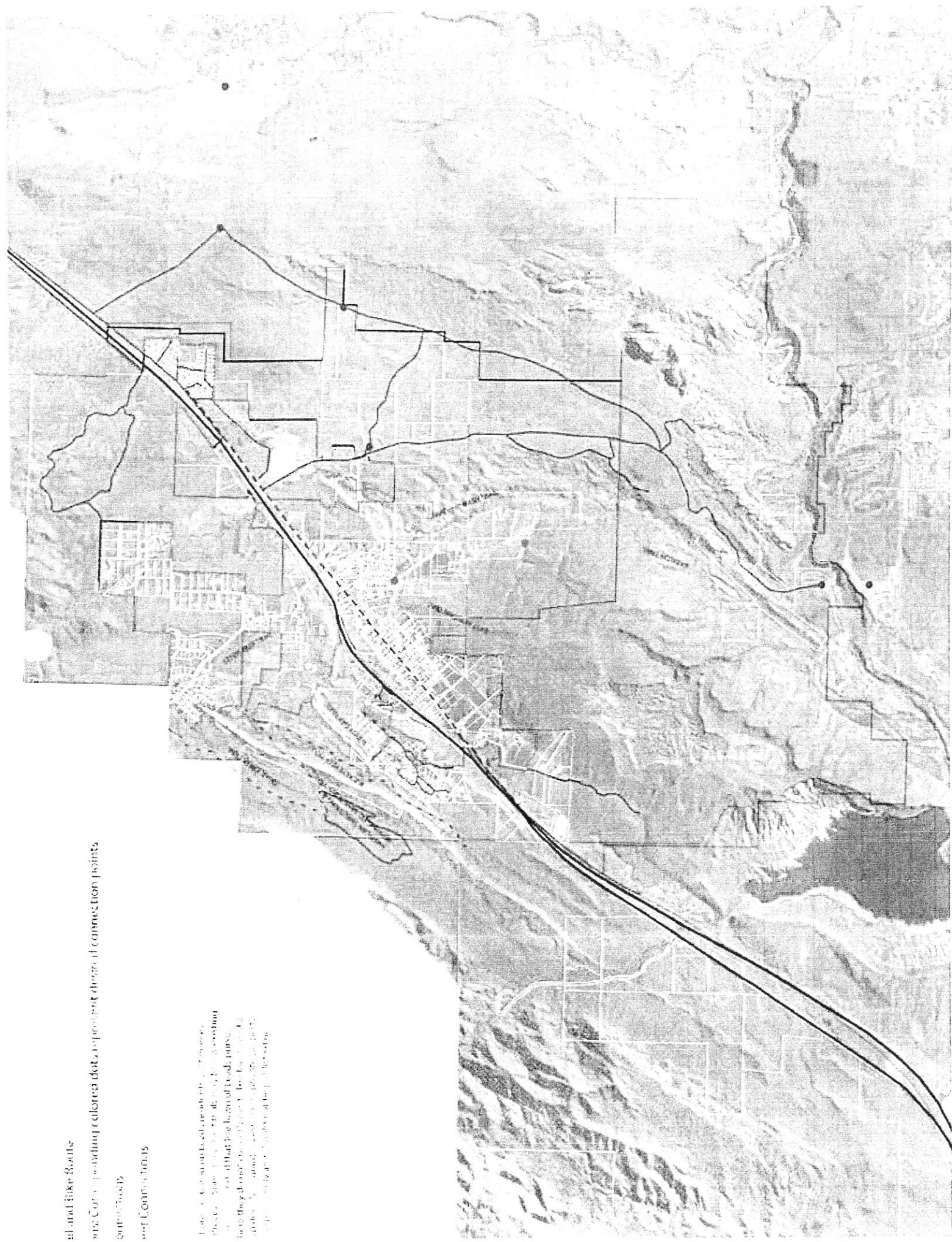
FUTURE SCHOOL:
 Potential location for a future elementary school.





www.elsevier.com/locate/jmr

per Conventions

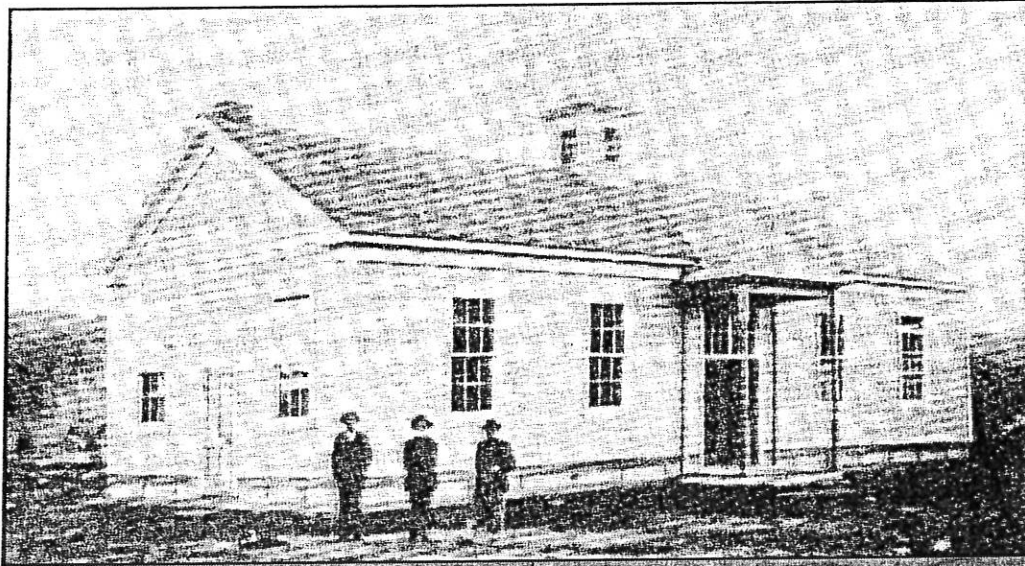
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APPENDIX ON FOLLOWING PAGES

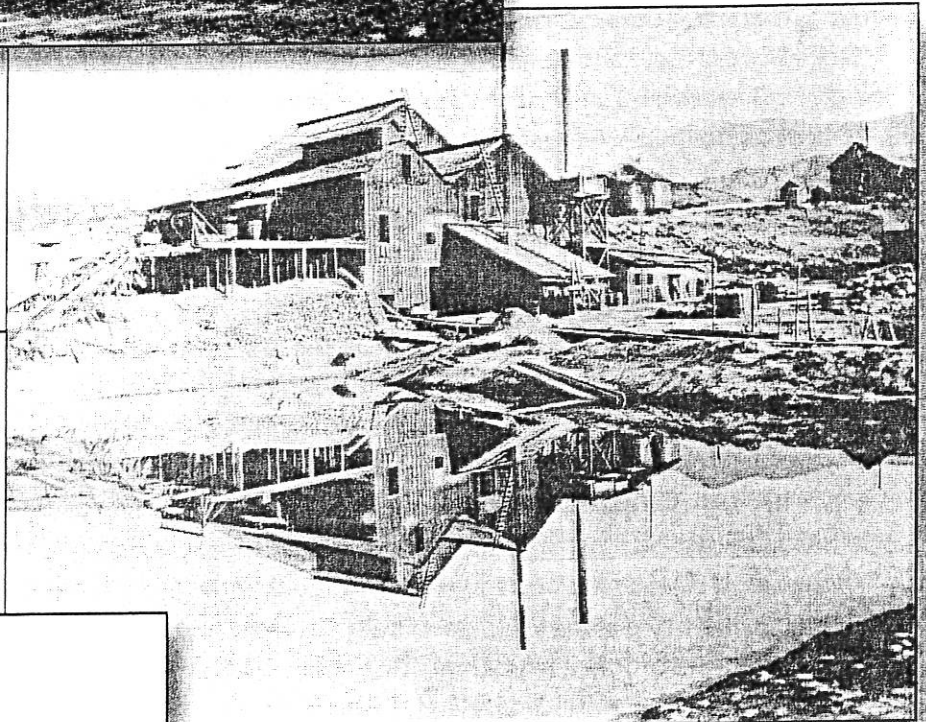
APPENDIX 02

Leeds Historic Preservation Strategic Plan

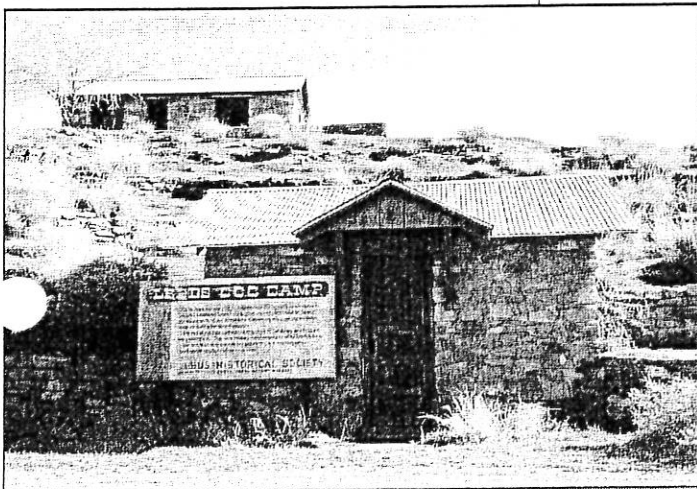
June 2009



Schoolhouse (now Town Hall)



Christie Mill



CCC Camp

Prepared by Form Tomorrow

Introduction and Background

Historic preservation plays a vital role in maintaining Leeds' character and identity. The Town of Leeds is in a unique position of not only containing an abundance of historical resources within its municipal boundary, but is also surrounded by historical resources found in adjacent County areas, BLM land, a National Conservation Area, and a National Forest, all of which contribute to a greater picture of regional history. The area's historical, archaeological, and paleontological resources tell a rich story of prehistoric nomadic indigenous people, Mormon colonization, the Wild West mining boom, and early settlement.

Community participation is key to the historical preservation planning process. To this end a stakeholders workshop was organized by the Leeds Town Historical Preservation Commission and facilitated by a local non-profit group, Form Tomorrow. The workshop was attended by at least one representative from each agency of adjacent jurisdictions as well as other community stakeholders. The workshop was augmented by a follow up survey to further query stakeholders and community members on historic preservation in the Leeds area.

While recent historic preservation efforts in the Town of Leeds have taken place, other disconnected efforts have been underway by each of the various agencies heading up historical preservation for their respective jurisdictions. At the historical preservation workshop many stakeholders expressed a desire to coordinate the various disconnected efforts and collaborate on a regional strategy for historic preservation. While the Town of Leeds recognizes the need for this regional perspective, it also recognizes that each entity will need to continue to focus their energy on their individual projects and efforts to reach their own historical preservation goals. The planning workshop and survey was the first step towards coordination and the basis for this strategic plan.

Leeds Area Historical Preservation Assets

As part of this strategic plan, the Leeds Town Historical Preservation Commission hired a professional historic preservation resource consultant to perform a Reconnaissance Level Survey (RLS), which identified and classified historical structures within the Town of Leeds. In addition to historic structures identified in the RLS, there are numerous other historical preservation assets within the Leeds area, including paleontological sites, Native American archaeological sites, rare and unique geologic features that relate to the mining era and other parts of Leeds history, rock walls, irrigation ditches, and mining tailings and shafts. The potential for all of these different elements to tell an interwoven story of time, place and people is extraordinary. Some of the buildings within Leeds have already been listed on the National Register of Historic Places, such as the Civilian Conservation Corp (CCC) Camp, the only CCC camp in Utah with standing buildings, and the Tithing House. The local Historical Preservation Commission has also been active in implementing a master historical preservation sign plan, with many interpretive signs already in place throughout the community.

Vision

Leeds' history is vital to the community's present and future identity, making it distinct from all other places. Leeds' history is best told through a regional perspective, linking the stories of prehistoric Native American peoples, Mormon settlers and the Wild West Mining Boom. Preserving these irreplaceable reminders of the past creates a sense of place, the result being an environment that instills civic pride and community spirit.

Mission

Through respectful and organized collaboration with overlapping and adjacent agencies and jurisdictions, preserve historical and cultural resources of all peoples on a regional scale; through historical preservation enhance the quality of life within the region and instill pride in the community.

Leeds Area Historical Preservation Goals, Objectives, and Initiatives

Through the workshop and survey process several historical preservation priorities were identified. From these priorities four overarching goals, seven objectives and specific initiatives for achieving the goals were derived. Priorities were ranked at the workshop in terms of their level of importance, but all were deemed to be necessary for a successful historical preservation effort. The goals are listed in order of the ranking from the workshop while the objectives are listed below in order of a logical flow of steps that can be taken to achieve the goals.

Goals

- 1. Physically preserve historical structures and sites in the Leeds area*
- 2. Establish a means and place to store and preserve recorded stories, relics, and artifacts*
- 3. Establish regional collaboration between agencies and jurisdictions*
- 4. Educate and increase awareness of all histories of the Leeds area*

Objectives

Coordinate Efforts and Define Scope

One of the greatest challenges to a successful historical preservation effort is coordinating the various overlapping and adjacent entities that manage historical resources in the region. This challenge also presents an incredible opportunity to combine resources and efforts to get things done. A majority of representatives from the varying agencies and organizations (stakeholders) who attended the workshop expressed the desire to collaborate on historical preservation efforts on a regional scale.

Workshop participants also overwhelmingly agreed that Leeds area historical preservation should

include all stories: Native American, mining and Mormon pioneer history. Related to this definition of scope is the need to define physical boundaries where resources are located and how the different entities will work together to tell the regional story. Further discussion will be required to define which agencies will participate and to what extent. By working together and combining resources more can be accomplished.

Coordination and Define Scope Initiatives

1. Formalize a Leeds Town Historical Preservation Commission with Town Council appointed representatives to carry out the next steps
 2. Meet individually with representatives from each agency/jurisdiction or organization that manages historical resources within the Leeds greater region. The meeting's purpose would be to determine the level of participation and identify how collaboration could take place.
 3. Define a detailed scope. Through the above step the various representatives from each agency along with the Leeds Town Historical Preservation Commission should establish a detailed scope of historical resources, both the physical boundaries in which shared resources are located and the various elements (geological, paleontological, archeological), cultures and peoples that together define Leeds area history.
 4. Determine shared objectives of regional collaboration, including specific initiatives or projects that can be best worked on at the regional level.
 5. Establish a Leeds *Regional* Historical Preservation Council with one representative from each agency or jurisdiction listed below, based on the outcomes from the previous step:
 - Leeds Town Historical Preservation Commission
 - Silver Reef Wells Fargo Historical Monument
 - Fort Harmony
 - Red Cliffs Desert Reserve
 - BLM
 - Dixie National Forest
 - Washington County
 - Harrisburg (Hurricane)
 - Paiute Tribe
 - National Park Service
1. Establish a regular meeting time and place for the Leeds Regional Historical Preservation council to work on regional objectives.
 2. Establish a regular meeting schedule for the Leeds Town Historical Preservation Commission to work on local Leeds initiatives and projects (meet more frequently than the regional council)

Mitigate Development Impacts to historical sites and structures

Development impacts on historical resources is a great concern to the Leeds community. Washington County was only recently (2000-2007) the second fastest metropolitan statistical area in the Nation. Although at the time of this plan development activity had decreased due to the lull in the housing market, it is likely to resume to a level close to what it was before it dropped off. Leeds may be under immense development pressure once again in the very near future. It is important to local residents

and landowners alike that Leeds retain its rural character and unique charm, much of which is created by the historical buildings and sites throughout the Town. In addition, nearby County neighborhoods will experience the same kind of development pressure in due time. It will be to everyone's benefit to work together with local residents and County and Town planners to make historical preservation and the protection of cultural resources part of the planning, development and permitting processes.

Mitigation Initiatives

1. Revise the historic preservation ordinance. The existing ordinance is outdated and is not being implemented by the Town. The Ordinance defines a historic district but the area defined is limited and is not readily available on a map. The ordinance calls for a list of historical buildings, landmarks and monuments; a large part of this has now been accomplished with the recent completion of an RLS. The following are some recommendations for improving the ordinance:
 - a) Refer to structures and sites identified in the RLS
 - b) Re-define historic districts by working closely with Town residents to negotiate regulations and boundaries.
 - c) Create historic design guidelines to be implemented in the historic districts with the possibility of being applied to other parts of Town.
 - d) Revise sections in the Ordinance to simplify the regulatory framework, for example, create categories related to the different activities (new construction, remodeling, demolition, etc..) that the historical preservation Commission has jurisdiction over and clearly state the actions required by the Commission for each, and protocol for interfacing with Planning and Zoning and Town Council.
 - e) Provide a more detailed and expanded section on development standards
2. Include historical preservation in the general plan update - currently the general plan does not mention historical preservation.

Acquire Funding to carry out preservation

One of the biggest challenges of historical preservation is acquiring funding for projects, although many initiatives can begin even while funding is minimal.

Acquire Funding Initiatives

1. Formulate a budget for projects and prioritize them with a timeline ("projects" include both physical preservation of structures or sites, as well as educational projects to increase awareness)
2. Research grant programs for specific preservation projects (identified through the first step "formulate a budget and prioritize").
3. Coordinate funding opportunities with other agencies.
4. Identify a means (volunteers or consultants) to carry out grant applications.
5. Explore other ways to raise money through community fund raisers and donation drives; as well as the possibility of individuals and professionals that are willing to offer their services as an in-kind donation.

Collect and Record Histories For Public Access

A great deal of documentation and recording of histories and artifacts has already taken place within the Leeds area, but much more is needed. In the Leeds neighborhood of Silver Reef, the Silver Reef

Wells Fargo Historical Monument has an established museum with an impressive collection of historical records, relics, and artifacts pertaining specifically to the area of Silver Reef. For other areas of the community there exists no such facility for housing historical resources.

The historical preservation stakeholders survey specifically asked where regional historic records, histories, and relics should be housed. The top three responses were “virtual (on the web)”; the Wells Fargo Silver Reef museum; and “housed in one place, consolidating regional resources in one location”. As part of the regional coordination effort between the various agencies and the Town of Leeds Town Historical Preservation Commission, it will be important to answer the question: How can the regional story best be told while not diminishing each area's unique individual story?

Collect and Record Histories Initiatives

1. Organize efforts to collect stories, either oral or written (interview local old timers, find and make copies of old journals and photographs from early settlement, work with the BLM and other agencies to research pre-historic histories)
2. Collaborate with other jurisdictions' agencies through an established regional council to determine how to “tell the regional story”.
3. Research the best methods for preserving written transcripts and records, such as using the Special Collections Library at Dixie State College of Utah.
4. Designate a lead person within the Leeds Town Historical Preservation Commission to coordinate with the Washington County Historical Society's online archive program to build the online archive of Leeds area historical resources.

Educate / Increase Awareness

A critical aspect of historical preservation involves educating community members and increasing awareness of the area's history. People will care more if they know more.

Educational and Awareness Initiatives

1. Follow through with devised sign plan
2. Create a comprehensive regional historical map to include all historical sites and structures in the area
3. Create informational brochures or material for visitors and locals alike
4. Identify additional educational projects

Physically Preserve Historic Sites and Structures

Every objective above ultimately supports physically preserving historical sites and structures. To get to the point of physical preservation, organization and leadership of the historical preservation effort must be in place, funding must be acquired, and there must be public support which comes from educating and increasing awareness. Once these other objectives are underway, physical preservation of resources can be accomplished efficiently and effectively.

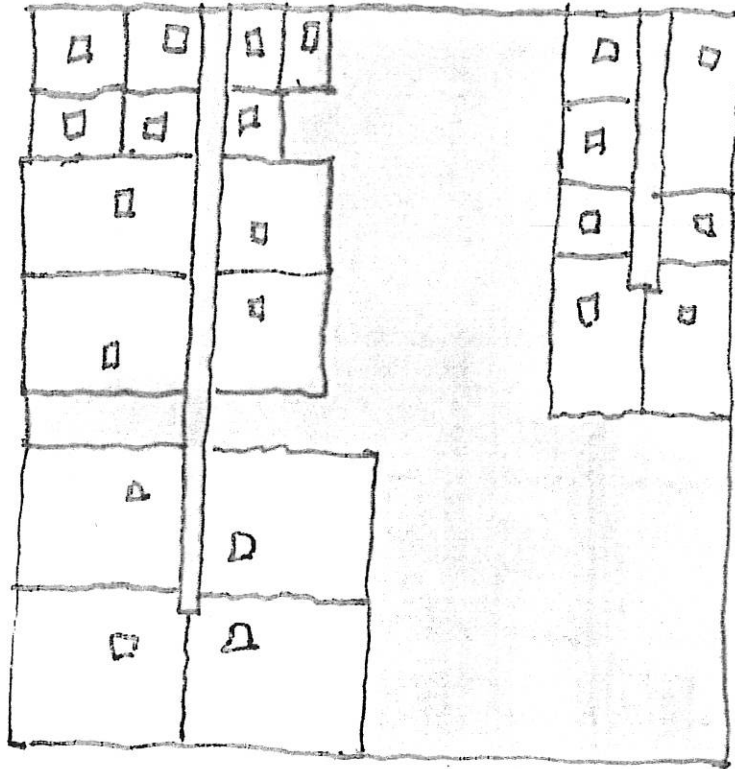
Preservation Initiatives

1. Identify and prioritize preservation / restoration projects
2. Ensure that preservation is tied to the Town's future revisions of the general plan
3. Ensure that the town ordinance is revised to include accurate and enforceable regulations to mitigate development impacts

APPENDIX 03

MIXED DENSITY SUBDIVISION

Mixing open space with a variety of lot sizes that mimic the pattern of development found in many small towns of Utah. More units per infrastructure results in a low to moderate cost to the Town.



Goals of Mixed Density strategy:

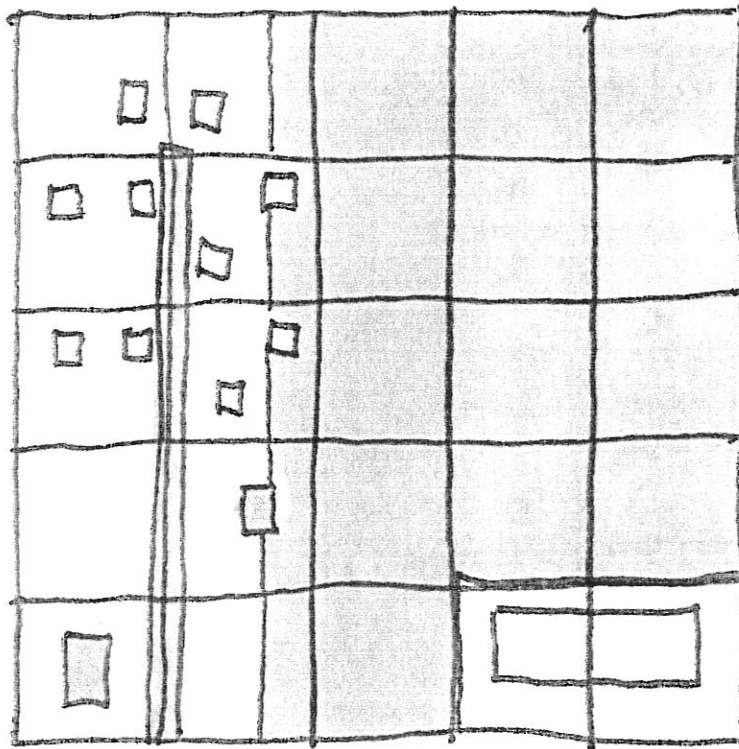
- Provide a range of scales to encourage variety and differences that reflect existing Leeds conditions..
- Provide some lower cost housing options without creating isolated tracts of housing.
- Provide a modest incentive to developers to provide open space in town as a way to keep the historic charm of Leeds in tact.

Keys:

- Lot size of 1/2 to 3 acres.
- Modest density increase tied to open space or provision of larger lots.
- Variety appropriate to the existing development pattern.

BLENDED NEIGHBORHOOD SUBDIVISION

Commercial or higher density is used to offset residential density, creating variety of development types while preserving open space. The addition of commercial adds to the tax base. A better use of infrastructure and additional tax base result in a low cost to the Town.



Goals of Blended strategy:

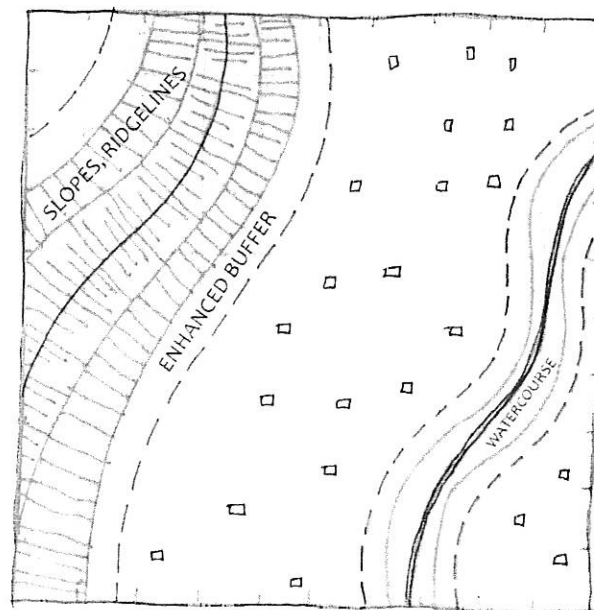
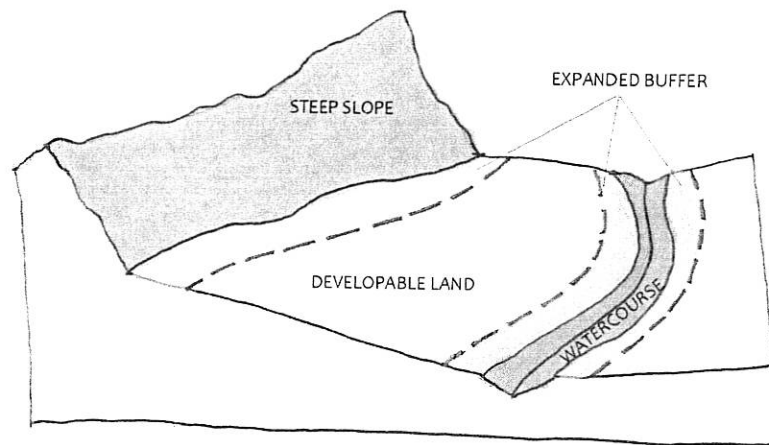
- Some vertical mixed use adds to “townscape”, adds additional housing, and commercial is valuable to tax base.
- Medium density housing (1/2 acre), more appropriate to townscape.
- Sizeable agricultural land retained without making the Town feel “cookie cutter”.

Keys:

- Vertical mixed use tied to preservation of open space or agriculture.
- Some multiple unit housing incorporated into mixed use.
- Net density similar to existing Leeds Main Street and surrounding area.
- Modest incentive to developer based on area calculation.

ENHANCED BUFFER

The enhanced buffer is an increase from the basic buffer for sensitive lands, including steep slopes and waterways, which provides protection to sensitive lands through an incentive/bonus system. While the basic buffer incentivizes developers to provide some benefits to the Leeds community (additional open space and/or parks, maintaining access to public lands, and preservation of natural vegetation), the enhanced buffer provides greater protection with a modest increase in unit count and density for developers.



APPENDIX 04

WATER DELIVERED TO LEEDS RESIDENTS

Table provided by Leeds Domestic Waterusers Association in September of 2010.

YEAR	# OF TAPS		WATER DELIVERED (gallons)
2000	183		63,304,610
2001	190		66,967,232
2002	*300*	*added Silver Reef & Eldorado Taps*	67,684,653
2003	302		59,632,858
2004	302	usage INCLUDES Leeds Irrigation Water	73,113,160
2005	302		58,797,596
2006	316		61,828,233
2007	327		58,715,590
2008	328		56,778,194
2009	330		57,644,609
2010	331	average usage based on 2005-2009 Sep-Dec.	54,321,473

TOWN OF LEEDS

ORDINANCE NO. 2011-04

AN ORDINANCE OF THE TOWN COUNCIL OF THE TOWN OF LEEDS, UTAH, REPEALING THE CURRENT TOWN OF LEEDS GENERAL PLAN (Ordinance 2004-5) AND ADOPTING A NEW GENERAL PLAN FOR THE GROWTH AND DEVELOPMENT OF LAND AND PUBLIC INFRASTRUCTURE WITHIN THE TOWN'S BOUNDARIES.

(Supersedes Ordinance 2004-05)

PREAMBLE

WHEREAS, in order to provide for the health, safety and general welfare of the citizens of Leeds, Utah, the Town of Leeds ("Town") desires to establish a new general plan which will specify goals, relating to land use, housing, the environment, transportation and public facilities and services, which the Town and the residents of Leeds hope to achieve during the next twenty years and policies which will facilitate those goals.

WHEREAS, the Town desires to adopt a new General Plan ("New General Plan") which will revise and supersede the Town's current General Plan adopted in 2004 as Ordinance 2004-5; and

WHEREAS, pursuant to the Utah Code the Town is required to adopt a general plan which develops a general scheme and blueprint for the Town with regards to land uses, transportation, the environment, housing and public facilities and services; and

WHEREAS, the non-profit organization of Form Tomorrow has worked with the Town to perform several workshops, surveys, citizen interviews, open houses and general publicly noticed meetings in part to discuss the provisions of the General Plan; and

WHEREAS, the Planning Commission has held monthly publicly noticed meetings in part to discuss the provisions of and public input for the General Plan; and

WHEREAS, Utah Code sections 10-09-401 through 10-09-406, set forth procedures for the adoption and content of a general plan; and

WHEREAS, the Planning Commission of the Town held a duly advertised and noticed public hearing on May 4, 2011 for the purpose of receiving public comment regarding the content of the final version of the New General Plan and recommended approval; and

WHEREAS, the Town Council of the Town of the Town held a duly advertised and noticed public meeting on June 6, 2011 in part to discuss the provisions of and receive public comment regarding the content of the final version of the New General Plan;

WHEREAS, the Town Council and Planning Commission of the Town held a duly advertised and noticed joint public work meeting on June 29, 2011 in part to discuss the provisions and receive public input regarding the content of the final version of the New General Plan;

WHEREAS, the Town Council of the Town held a duly advertised and noticed public meeting on September 14, 2011 for the purpose of reviewing the added content to the final version of the New General Plan;

WHEREAS, the Town Council of the Town at the conclusion of its discussion on the New General Plan on September 14, 2011, has made the finding that the adoption of the final version of the New General Plan before them was in the best interest of the health, safety and general welfare of the Town and its residents.

ORDINANCE


NOW THEREFORE, BE IT ORDAINED BY THE TOWN COUNCIL OF THE TOWN OF LEEDS, UTAH THAT:

1. Adoption of New General Plan: The New General Plan is hereby adopted in its entirety. The New General Plan shall act as a comprehensive long term guide pursuant to Utah Code Ann. § 10-9a-401 for the growth and development of the lands and public infrastructure within the Town's boundaries.
2. Repealer: All provisions of the previous General Plan (Leeds Town Ordinance 2004-5) are hereby repealed.
3. Effective Date: This Ordinance shall become effective immediately upon approval.

ORDINANCE 2011-04 PASSED AND WAS ADOPTED BY THE TOWN COUNCIL OF THE TOWN OF LEEDS, WASHINGTON COUNTY, STATE OF UTAH, ON THIS 28TH DAY OF SEPTEMBER 2011, AND BECOMES EFFECTIVE ON September 29th 2011

ROLL CALL VOTE:

	<u>Yea</u>	<u>Nay</u>	<u>Abstain</u>	<u>Absent</u>
Mayor ALAN ROBERTS	<u>X</u>	<u> </u>	<u> </u>	<u> </u>
Council Member ANGELA ROHR	<u>X</u>	<u> </u>	<u> </u>	<u> </u>
Council Member FRANK LOJKO	<u> </u>	<u> </u>	<u> </u>	<u>X</u>
Council Member KEITH SULLIVAN	<u>X</u>	<u> </u>	<u> </u>	<u> </u>



Alan Roberts, Mayor
TOWN OF LEEDS

ATTEST:


Fran Rex, Leeds Clerk/Recorder

